

# **LODGE HILL**

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Outline Planning Application on behalf of Defence  
Infrastructure Organisation

**Planning Statement**

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October 2011

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THIS DOCUMENT FORMS PART OF A SUITE OF DOCUMENTS WHICH  
COMPRISE THE LODGE HILL OUTLINE PLANNING APPLICATION

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# 1.0 Introduction

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- 1.1 An outline planning application (OPA) has been submitted to Medway Council on behalf of Defence Infrastructure Organisation (DIO) for the redevelopment of the existing military training estate at Chattenden, comprising some 325 hectares of land, to provide a new settlement. The application site (now known as 'Lodge Hill') is edged red on the formal drawings submitted as part of the application, including the Site Location Plan ('Red Line') (Drawing No. CL-PR-XXX-XX-DR-MP-616-0024 Rev A).
- 1.2 DIO owns the majority of the land to which the OPA relates (as well as the land edged blue on the Site Location Plan). In June 2008, Land Securities was appointed by DIO as Land Sale Delivery Partner for the Lodge Hill site. Land Securities' responsibilities, acting on behalf of DIO, are to evolve a masterplan for the site in consultation with the community and stakeholders, to obtain Outline Planning Approval, to invest in infrastructure and to promote the sale of land to residential and commercial developers over the duration of the development.
- 1.3 The purpose of the OPA is to establish the principle of the use and of the development and, through the Parameter Plan, Building Envelope Schedule and key principles articulated through the Strategic Design Code, to ensure that the site is brought forward for development on a comprehensive basis. It also seeks determination of the means of access to the site. The OPA provides a unique opportunity to deliver a balanced and sustainable new community on predominantly previously developed land within the Thames Gateway.
- 1.4 This Planning Statement, which has been produced by CBRE, is submitted as a supporting document accompanying the OPA. It outlines the background to the development (Section 2), the format of the application and the description of development (Sections 3 and 4, respectively), and describes the application site and its surroundings (Section 5). The compliance of the application with the relevant Development Plan policies is discussed in Section 6, and other material considerations which should be taken into account in determining the application are outlined in Section 7. Delivery issues are articulated within Section 8, and conclusions on the planning merits of the proposal are set out in Section 9.
- 1.5 Appended to the Planning Statement are the following documents:
  - **Appendix 1:** A review of the relevant planning policy and guidance at national, regional and local level
  - **Appendix 2:** A schedule summarising the compliance of the proposed development with the relevant Development Plan policies
  - **Appendix 3:** A summary of the relevant Borough-wide evidence base
  - **Appendix 4:** An illustrative diagram summarising the anticipated planning process structure for advancing the detailed design for Lodge Hill
- 1.6 The details contained within this document need to be considered in the context of all the other formal application and supporting submission documents. The Planning Statement cross-refers to the submission documents as appropriate, in order to discuss compliance with relevant Development Plan policies.
- 1.7 For the purposes of clarification, the site has historically been referred to as 'Chattenden', particularly in historic planning policy documents. The site is now referred to as 'Lodge Hill' although (unless otherwise indicated) both names relate to the same (red line application) site.

## 2.0 Background

- 2.1 The proposition of a new settlement at Lodge Hill has emerged over a considerable period of time, both in terms of the historic planning policy (carried forward into emerging planning policy), and the vision for the new settlement which has evolved over a period of some three years. Notably, the adopted Local Plan only covers the period to 2006 (rather than 2011) because of the need to properly consider the site as part of development options for the post-2006 period.
- 2.2 The purpose of this section of the Planning Statement is to provide a broad overview of the 'path' that the site has taken both in terms of historic planning policy and the evolution of the indicative masterplan, culminating in the identification of the development proposed through this OPA.

### Identification of Need for Development and Historic Planning Policy

- 2.3 The site, located within Medway, falls within the Thames Gateway, which was designated by the (then) Government as a priority for development in the mid-1990s – although its potential was first recognised in the 1980s. Regional Planning Guidance 9a (RPG9a) was published in 1995 and articulated the vision and policies for its future. It referred to the framework provided by the Thames Gateway designation for sustained and sustainable economic, social and environmental regeneration, and identified the potential for the area to become a focus for new jobs and homes.
- 2.4 This was subsequently strengthened through the identification of the Thames Gateway as a major Growth Area by the Government through 'Sustainable Communities in the South East' (ODPM 2003). This identified a number of strategic challenges for the South-East including housing supply, and referred to the Thames Gateway as having one of the largest concentrations of brownfield sites in the country.
- 2.5 The Thames Gateway Inter Regional Planning Statement (2004) referred, in the medium to long-term, to a mixed new community. In 2005, Medway was confirmed as a Strategic Development Location through the Creating Sustainable Communities: Delivering the Thames Gateway (ODPM 2005) report, with capacity for significant housing and employment growth. The capacity of the site to deliver over 5,000 new homes was subsequently acknowledged within the Thames Gateway Interim Plan Development Prospectus (2006).
- 2.6 The Thames Gateway is the UK's largest economic development programme. The Government's Thames Gateway programme aims to maximise the potential of the Thames Gateway to provide London with the space to grow. The programme supports the continued growth of Greater London and the south east as a driver of the UK's prosperity. London's continued growth is critical to the future prosperity of the Greater South East and the UK as a whole. Crucial to that continued growth is the regeneration of the Thames Gateway.
- 2.7 Despite continued investment over the last 20-30 years the Thames Gateway still lags behind the rest of the Greater South East in economic terms. The area suffers from lower average skill levels amongst residents, comparatively high unemployment, higher than average numbers employed in low added value sectors, with consequent problems in attracting high value sectors and investment to the Thames Gateway.
- 2.8 There is a **need for development growth within the wider Thames Gateway Sub-Region**, and within Medway, and there is a **policy imperative to deliver the necessary growth**. The potential of the site to contribute towards the delivery of necessary growth through the accommodation of a new freestanding settlement has long been recognised

## 2.0 Background

within planning policy documents. In terms of the historic policy context, with explicit reference to the site:

- RPG9a (1995) recognised that it could allow a more sustainable relationship to be created on the Hoo Peninsula in terms of the balance between residential and employment uses.
- The Kent and Medway Structure Plan (1996) identified it as a major development opportunity outside the urban boundary.
- The Thames Gateway Inter Regional Planning Statement (2004) referred, in the medium to long-term, to a mixed new community.
- Creating Sustainable Communities: Delivering the Thames Gateway (ODPM 2005) explicitly referred to the site as one of six major housing development locations within the Medway Strategic Development Location.
- The Thames Gateway Interim Plan Development Prospectus (2006) identified the capacity of the site to deliver over 5,000 new homes.
- The Kent and Medway Structure Plan (2006) allocated it as a Strategic Development Location to provide a new village scale mixed-use community in the period to 2016 and beyond. It referred to it as being the only substantial area of previously developed land outside the urban area that could support development on such a scale. The Structure Plan Panel Report (2005) concluded, in the context of the alternative locations before them, that the site is an appropriate location for the delivery of a new settlement, in part by virtue of it having been previously developed (by comparison with the greenfield alternatives).

- 2.9 The adopted Development Plan currently comprises the ‘saved’ policies of the Medway Local Plan (2003), and the South East Plan (RS) (2009). The former recognises that the site has long-term development potential for business, educational and/or residential uses, and clarifies that this will be considered through the first review of the Medway Local Plan [now the Core Strategy forming part of Medway’s Local Development Framework]. The latter includes a sub-regional policy requirement to prioritise making full use of previously developed land before greenfield sites. It articulates a number of objectives including the accommodation of major new communities, and the community infrastructure required by the sub-region. The supporting text identifies the site as a major regeneration location for new dwellings, employment and services, and states that new employment locations should be provided in conjunction with new housing land.
- 2.10 The need for growth and regeneration within the Thames Gateway has been enshrined within planning policy since the Thames Gateway’s inception, and remains a priority, including in the South East Local Enterprise Partnership’s Mission and Vision Statement. In a location where there was (and still is) a national imperative to achieve regeneration, **the site was identified from mid 1995 as the most appropriate location to accommodate a new settlement.**
- 2.11 DIO and Land Securities consider that it is reasonable to assume that the only reason for it not having been positively allocated within more historic policy documents (recognising the allocation within the Kent and Medway Structure Plan) was because of the uncertainty in terms of the precise timescales for release of the land by the Ministry of Defence (MoD). Those timescales were confirmed in Spring 2008 and as such, there is now certainty in terms of the availability of the site for redevelopment.

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### Current Need for Strategic Scale Development

- 2.12 The adopted Development Plan for the administrative area of Medway, currently the South East Plan (RS) and the 'saved' policies of the Medway Local Plan, confirms the need for substantial housing and employment growth. Whilst the RS is reasonably up-to-date, at the local level the Local Plan is based upon evidence which would have been produced in the early 2000s – perhaps even the late 1990s. It is therefore relevant to look to more recent evidence to assess need.
- 2.13 The emerging Medway Core Strategy (MCS) is the first review of the adopted local Plan, which it will supersede once it has been adopted. Once it has been adopted, it will form the Development Plan, together with the South East Plan (RS) (although it is anticipated that the RS will be abolished by the Government following the implementation of the emerging Localism Bill). The emerging MCS is well advanced, with the Publication Draft version having been published in late August 2011 for the final stage of public consultation prior to being Submitted to the Secretary of State. The site is included within the emerging MCS as a Strategic Allocation to accommodate a new settlement.
- 2.14 The emerging MCS is, as required by PPS12, founded on a comprehensive, up-to-date and local evidence base. The Borough-wide evidence confirms that there remains a fundamental need for housing and economic growth (see Section 6 of this Planning Statement for consideration of the relevant Borough-wide evidence base). Through the production of the emerging MCS, Medway Council has consistently considered the site the most suitable by comparison with the reasonable alternative locations. This is consistent with the conclusions of the Structure Plan Panel Report (see below).

### Independent Scrutiny

- 2.15 The site has been exposed to considerable scrutiny through previous policy documents. Given the explicit references to the site within the Structure Plan (2006) and the South East Plan (summarised above), a summary from the respective Panel Reports is set out below.

#### Kent and Medway Structure Plan 2006

- 2.16 The Structure Plan (2006) was the first Development Plan policy document to allocate the site as a Strategic Development Location. The Structure Plan Panel specifically considered the potential for development at Chattenden/Lodge Hill; paragraphs 9.43-9.46 inclusive (of the Panel Report) consider the site's potential in detail. This was in the context of representations from the promoters of a competing site known as Medway Magna/Capstone Valley. After visiting the Lodge Hill site and taking into account representations, the Panel Report stated at paragraph 9.46 that *'We have not seen or heard any reasons to convince us that the site should not be earmarked for development as a strategic site and for it to be substantially delivered within the Plan period (2001 – 2021). There also seems no good reason for the site to be phased after the riverside sites...'*. The Report subsequently recommended modifications to the final sentence of paragraph 3.12 of the Plan to allow the site to come forward for development following vacation by the MoD. The Panel also considered the site suitable as a source of employment land.

#### South East Plan

- 2.17 With reference to the South East Plan Panel Report, the opportunity presented by the site was explicitly acknowledged. On Medway, paragraph 19.70 stated that *'...the sub-regional strategy is explicit in its aim of using brownfield housing potential where it exists...'*, and also states that Medway *'...will have a range of housing opportunities, not just urban and*

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riverside regeneration sites but also **the proposed new settlement at Chatterden (sic)/Lodge Hill on surplus MoD land** (our emphasis).

### Collaborative Community and Stakeholder Engagement

- 2.18 Within Medway Council's adopted Statement of Community Involvement (SCI, 2006), Lodge Hill falls within Tier 1 where it is expected that the 'widest level of community consultation will be undertaken'. The Council published a revised version of their SCI in August 2011 for public consultation. The Tier 1 category has been carried forward and sets out the protocol for pre-application community involvement. A summary of Medway Council's SCI is provided within Appendix 3 of this Planning Statement.
- 2.19 Extensive engagement has been undertaken with Medway Council, initially in the preparation of site-specific information (see below), although the nature of this engagement has gradually changed into more formal pre-application engagement, particularly during 2011. Medway Council has been fully engaged on the approach to community engagement on the site.
- 2.20 Since Land Securities was selected as Land Sale Delivery Partner by the DIO in 2008, an extensive programme of public consultation and community engagement has informed the evolution of the Lodge Hill proposals. The need to engage with the community and the relevant stakeholders from the outset has been fundamental to the emergence and evolution of the masterplan. Land Securities has interacted, listened and responded to local communities, enabling interested parties to see the benefit of their involvement in public consultation for Lodge Hill.
- 2.21 The statistics show how the consultation undertaken for Lodge Hill exceeds the expectations set out in Medway Council's SCI. Nearly 100 hours of public consultation events, including exhibitions and workshops, have been held for Lodge Hill. Over 1,000 people have been involved in the consultation and Land Securities has been in regular dialogue with over 50 representative Medway groups. In addition, an innovative six month youth engagement programme involved 200 Medway pupils in the creation of the Lodge Hill proposals.
- 2.22 The consultation and engagement programme has been transparent throughout. The feedback from each public consultation event and resulting recommendations for the indicative masterplan have been published at each stage since November 2009 on the Lodge Hill website ([www.lodgehill.info](http://www.lodgehill.info)) for public scrutiny. Open lines of communication were maintained with the public to encourage awareness and understanding of the Lodge Hill proposals, as well as to enable accessibility and communication between Land Securities and those who have an interest in the development.
- 2.23 The approach to community engagement, the importance of this to the evolution of the masterplan, and the way in which the comments made have informed the indicative masterplan are described within the Lodge Hill Statement of Community Involvement which is submitted as a supporting document to the OPA.

### The Evolution of a Vision

- 2.24 The Design and Access Statement (DAS) that forms part of this OPA describes, amongst other things, how the vision for the site has emerged. By way of a summary, the vision for the site has been determined by a number of influences, including the need to be aligned with the Thames Gateway Parklands Vision and Terry Farrell's Hoo Peninsula Vision (the latter of which identifies the need to regenerate and develop new and existing urban areas as urban parklands, reconnecting communities to the Peninsula landscape), and feedback

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on visioning provided by a full spectrum of relevant stakeholders over a period of several years.

- 2.25 Early visioning work was predicated on a 'design charter' based on '6 Cs' – collaboration, community, connectivity, commerce, climate change and character. The 6 Cs were identified through a study of similar scale new settlements across Europe undertaken by PRP as the critical 'ingredients' for the creation of new settlements. This developed into a set of 'idea clusters' bespoke to Lodge Hill, reflecting a range of characteristics unique to the site:
- **Land** – escape to reconnect with the countryside;
  - **Light touch** – minimum disturbance to the site and existing communities;
  - **Learning** – a central role for life-long education; and
  - **Lifetime** – building a community across the generations.
- 2.26 A broader vision for the site was developed in conjunction with Medway Council and included within the emerging MCS, as follows (extract from the Publication Draft MCS):

**'Lodge Hill will be a sustainable and integrated community, capitalising on its exceptional setting, complementing and supporting nearby settlements and the Hoo Peninsula as a whole. It will be a distinctive place that connects to the surrounding rich countryside, with a land use pattern that minimises the need to travel. It will be an exemplar for the Thames Gateway in the way that it minimises its impact on the environment and provides for an excellent quality of life for all its residents. It will also become an important focus for higher value economic activities, taking advantage of its location between urban Medway and the existing and emerging industries at Grain and Kingsnorth. It will be a resilient place that is capable of adapting to environmental, social and other changes over the long term'.**

### Delivering Regeneration

- 2.27 As explained earlier in this Section, Lodge Hill has long been recognised for its potential, as a previously developed site, to make a significant contribution towards meeting Medway's development needs. Through various historic and current planning policy documents, it has formed a key component of the spatial vision for growth and regeneration within Medway and the wider Thames Gateway. Section 7 of this Planning Statement summarises the consistent emphasis placed by the Government on the importance of the role of surplus public sector land in accommodating necessary economic and housing growth.
- 2.28 The role of Land Securities acting as DIO's LSDP is set within this context, tasked with undertaking the necessary work and processes to realise the longstanding national, regional and local policy objectives summarised above, through the delivery of a new settlement on surplus, previously used public sector land, to contribute towards meeting housing and economic development needs, and the regeneration of Medway and the wider Thames Gateway.
- 2.29 The paragraphs above describe the approach to evolving a vision for the site. The vision which emerged through this process rightly emphasises the importance of social and environmental considerations pertaining to the delivery of a new settlement. The consistent thread which has underpinned the masterplanning process is the need to create a sustainable, balanced and integrated community. Key to this is the need to ensure that the right conditions are created to ensure that the development is deliverable.

## 2.0 Background

- 2.30 The deliverability of a project is dependent upon many considerations. The proposed development is a distillation of technical work, visioning and engagement undertaken since early 2008. Deliverability, in its widest sense, has been a critical consideration which has flowed through all of the strands of work undertaken over the last three years. A core component of measuring the deliverability of a development is its commercial attractiveness to the market, in order to generate the necessary investment. This is particularly important in the context of the current challenging economic conditions, coupled with the need to establish a framework which is capable of being resilient to changes in market conditions over a development period of some 20 years. The proposed development therefore reflects market advice in a national, regional and local context which has been provided from the outset of the project. We believe that the proposed development would establish the conditions necessary to be attractive to the market, and to deliver against the vision for the site.
- 2.31 The proposed development at Lodge Hill represents a unique opportunity to make a tangible contribution to the wider regeneration of Medway and the Thames Gateway. The proposed development, and the delivery of a new settlement at Lodge Hill, would deliver benefits that would reach beyond the confines of the site itself.
- 2.32 There are a number of ways in which it would do this, but it is perhaps best illustrated through its ability to stimulate economic growth and employment in the wider area. The development would attract additional expenditure, for example from the new households, employees within/workers at/visitors to Lodge Hill, and from supply chain linkages from businesses based within Lodge Hill. In addition to the substantial number of jobs that would be created on-site, the development is expected to create knock-on benefits for the wider Medway economy, including through the off-site employment opportunities which would be generated through its construction.
- 2.33 The new settlement is also expected to act as a catalyst for wider regeneration, attracting further inward investment to Medway. This will augment, and contribute to the vitality of, existing services, facilities and businesses on the Peninsula and within the wider Medway area.
- 2.34 The proposed development at Lodge Hill would deliver substantial and long-term benefits to Medway over a period of some 20 years. The challenging economic climate that has dominated over the past few years, and the expectation of any economic recovery being slow, have not diluted the commitment to deliver the shared vision for the site. But it has rightly brought into sharp focus the imperative of establishing the necessary conditions to ensure that the proposed development is attractive to the market, to optimise the regenerative and trickle-down benefits that it is expected to generate, not least through attracting inward investment and through the creation of jobs.

### Site-Specific Information – Planning Policy Evidence Base

- 2.35 The proposed development is a distillation of technical work, visioning and engagement undertaken since early 2008 which was initiated, consistent with the requirements of PPS12, to inform the site-specific Core Strategy policy from the outset of the Plan’s preparation. Paragraph 4.28 of PPS12 is particularly pertinent in terms of early engagement with stakeholders key to delivery of the Core Strategy.
- 2.36 By way of a brief summary, the approach to the preparation of site-specific information (SSI) for Core Strategy purposes is based on the PPS12 requirements (also articulated within guidance produced by the Planning Inspectorate (PINS)) in relation to: (i) the need for robust and credible evidence – participation and fact finding; (ii) the need for evidence to

## 2.0 Background

be proportionate, relevant to the place in question and as up-to-date as practical; (iii) deliverability; (iv) flexibility; and (v) contingencies.

- 2.37 The emerging MCS has not yet been tested through the Examination Hearing process, and it is acknowledged that this will be the opportunity for an Inspector to test the soundness of the Core Strategy of which the Lodge Hill Strategic Allocation forms a critical part. However, in Land Securities' view the SSI has been prepared in a form which is consistent with these requirements.
- 2.38 It has been prepared based on early and continued engagement and scrutiny with Medway Council and the relevant statutory bodies, including on the initial scopes underpinning the technical work. It has also been subject to scrutiny through community engagement undertaken from the outset – described in the preceding section of this Planning Statement and in detail within the Lodge Hill Statement of Community Involvement which are submitted as supporting documents accompanying the OPA.
- 2.39 The nature and content of the SSI (which is necessarily relevant to the place in question) has evolved over time, in response to the requirements of Medway Council/statutory bodies, and the finer grain of detail known about the site. This is wholly consistent with PPS12 guidance in respect of 'proportionality' as the Core Strategy has progressed from the initial Issues and Options, and ensures that the SSI is as up-to-date as practical. It has been an iterative, transparent process, and referred to as 'information' (which has now been invited to be submitted as formal 'evidence' by Medway Council and was consequently submitted to them on this basis in August 2011). This follows advice provided by Simon Emerson in his PINs advisory visit to Medway Council in June 2009. It is also proportionate in its format, reflecting that an Inspector will only read the evidence necessary to test soundness. The SSI therefore comprises a suite of technical or topic-specific reports, each of which is accompanied by a concise summary which is structured around the key PPS12 requirements.
- 2.40 The SSI demonstrates that the policy assumptions in terms of what the site is expected to deliver within the Plan period are available, suitable and achievable (the PPS3 tests for deliverability). Whilst primarily for Core Strategy purposes, the SSI has underpinned the subsequent preparation of the OPA, which has evolved as a consequence.

### Emerging Planning Policy and Lodge Hill Development Brief

- 2.41 A Development Brief specific to Lodge Hill is being prepared by Medway Council. A draft version of the Brief was published for consultation in August 2011. The content of the Brief has been informed by the broader Borough-wide and site-specific evidence base prepared, consistent with the requirements of PPS12 as part of the preparation of the emerging MCS (see also Section 7 of this Planning Statement).

### Planning Performance Agreement

- 2.42 A Planning Performance Agreement has been agreed in principle between Land Securities and Medway Council, the scope of which includes ongoing engagement on the emerging MCS and Development Brief, and on the preparation of this OPA. It is intended to cover the period through to the determination of the OPA, albeit on a 'without prejudice' basis.

## 3.0 Format of the Planning Application

- 3.1 The planning format is primarily driven by the need to provide flexibility given that the site will be delivered in phases across a period of some 20 years. The format is summarised below.

### Outline Planning Application (OPA)

- 3.2 The submission made on behalf of DIO is for an outline planning application with all matters reserved save for details of the means of access to the site from the A228 at Upchat Road, and from Dux Court Road.
- 3.3 Whilst by virtue of the South East Plan (RS) the OPA does not currently constitute a Departure, based on the current anticipated timescales for the advancement of the Localism Bill, the RS may well be formally abolished during the statutory determination period of this application. For robustness and future resilience, mindful of the expected RS revocation, this OPA is being submitted as a 'Departure' application. If it technically becomes a Departure application then it is understood it will be referred to the National Planning Casework Unit (following the closure of the Regional Government Offices).
- 3.4 In addition to the approval which is sought for the proposed means of access to the site, in accordance with the Government's Circular 01/06 (Communities and Local Government): Guidance on Changes to the Development Control System (2006) and Town and Country Planning (Development Management Procedure)(England) Order 2010 Part 2 Article 4, the OPA also seeks approval, at this stage, for:
- **Use** – the use or uses proposed for the development and any distinct development zones within the site identified
  - **Amount of development** – the amount of development proposed for each use
  - **Indicative layout** – an indicative layout showing the approximate location of buildings, routes and open spaces included in the development proposed
  - **Scale parameters** – an indication of the upper and lower limit for the height, width and length of each building included in the development proposed.

### Content

- 3.5 The content of the OPA is in accordance with the requirements and guidance set out in the relevant legislation and Regulations including the DMPO, Circular 01/2006 and CLG's Guidance on Information Requirements and Validation (2010), and accords with Medway Council's own Validation of Planning Applications (2011). The content (documents submitted for formal approval and supporting documents submitted for information) of the OPA is summarised in Schedule 1 below.

### Formal Documents

- 3.6 The documents comprised within the formal part of the OPA enable the proposed development to be fully assessed in terms of its impact.
- 3.7 The Scale Parameter Plan, Building Envelope Schedule and Strategic Design Code would provide a framework for subsequent details to be prepared, and it is anticipated that these would be controlled by way of planning condition(s) to 'fix' the parameters and the key principles of the development. The Scale Parameter Plan and the Building Envelope Schedule have been produced in accordance with the requirements of Section 4(3) of The Town and Country Planning (Development Management Procedure) (England) Order 2010.

### 3.0 Format of the Planning Application

- 3.8 The OPA does not seek approval, at this stage, for the detailed design or external appearance of any new buildings. However, the SDC is submitted as a formal component of the OPA and will enable Medway Council to understand the key principles which relate to the site as a whole.
- 3.9 The Design and Access Statement (DAS) describes the background in terms of the masterplan approach to the site, and it is anticipated that it would not need to be controlled by way of a planning condition.
- 3.10 The DAS includes an indicative masterplan, which articulates the broad vision for the site, and illustrates one way in which the redevelopment could be configured. It is not intended to be a rigid blueprint; rather, it provides a context within which detailed proposals can be progressed, and allows for an element of flexibility. It is anticipated that subsequent details pursued through Reserved Matters will be required to be broadly in accordance with the indicative masterplan.

#### Schedule 1

##### Content of OPA

FORMAL OPA DOCUMENT	SUPPORTING DOCUMENT ACCOMPANYING OPA
Application Form and Fee	Covering Letter
Certificate C, Agricultural Certificate and Notices	Planning Statement
Drawing No. CL-PR-XXX-XX-DR-MP-616-0024 Rev A – Site Location Plan (‘Red Line’)	Indicative Plans: <ul style="list-style-type: none"> <li>- Indicative Green Infrastructure (Drawing No. CL-PR-XXX-XX-DR-MP-616-0026)</li> <li>- Indicative Movement Network (Drawing No. CL-PR-XXX-XX-DR-MP-616-0027)</li> <li>- Indicative Land Use (Drawing No. CL-PR-XXX-XX-DR-MP-616-0028)</li> </ul>
Parameter Plan 01 – Scale (Drawing No. CL-PR-XXX-XX-DR-MP-616-0022 Rev B)	Statement of Community Involvement
Building Envelope Schedule (Drawing No. CL-PR-XXX-XX-DR-MP-616-0025)	Transport Assessment (including Interim Travel Plan) and Addendum
Strategic Design Code	Non-Technical Summary of the Lodge Hill Transport Assessment
Design and Access Statement (including Indicative Masterplan Drawing No. CL-PR-XXX-XX-DR-MP-616-0020 Rev D)	Sustainability Report
Means of Access Plan (Drawing No. 0146-UA003269-GDD-01)	Heritage Statement (Built Heritage)
	Social Infrastructure Report
	Economic Strategy
	Affordable Housing Strategy
	Retail Statement
	Supporting Infrastructure Report
	Energy Statement
	Construction Statement
	Combined Geotechnical and Contaminated Land Site Investigation Interpretative Report Volumes 1-4
	Volume 0: Non-Technical Summary of the Environmental Statement

### 3.0 Format of the Planning Application

Volume 1: Environmental Statement
Volume 2: Drawings
Volume 3: Appendices
Draft S106 Agreement

- 3.11 The proposed development is a culmination of the evolution of the scheme over a period of some three years. The Parameter Plan, Building Envelope Schedule and key principles (the latter articulated as Strategic Design Codes) reflect and incorporate the findings of the 'impact' testing undertaken during that time, most notably through the Environmental Impact Assessment (EIA). A number of mitigation measures are proposed which would be dealt with in detail and implemented through Reserved Matters and/or would be subject to planning conditions.
- 3.12 Given the scale and nature of the proposed development, there is a requirement to provide planning obligations. Land Securities has engaged on a 'without prejudice' basis with Medway Council to produce a draft S106 Agreement which is enclosed within the OPA submission (this is described in more detail within section 8 of this Planning Statement). The draft S106 Agreement and planning conditions will provide for the necessary planning obligations, including on affordable housing (both in terms of percentage provision and tenure mix), education, open space, health, highway improvements, public transport, travel plan, cycle and pedestrian network, community facilities and training initiatives, as well as any mitigation measures identified through the EIA.

#### Supporting Documents

- 3.13 The OPA is accompanied by a number of supporting documents and studies. Whilst these do not form part of the formal application for which planning permission is sought, the supporting documents are submitted with the aim of assisting both the understanding and evaluation of the proposals. The suite of supporting documents takes account of, and responds fully to, the relevant national and local requirements for making planning applications.

#### Reserved Matters

- 3.14 It is intended that the 'detail' for the site will be dealt with through the submission of Reserved Matters pursuant to outline planning permission for each phase or sub-phase of the development. There may be a series of submissions for each phase or sub-phase of development. Considerations relating to the delivery of the site are set out in Section 8 of this Planning Statement.
- 3.15 For clarification, matters which are reserved for future consideration, and thus do not form part of the OPA, are:
  - **Layout** – the way in which buildings, routes and open spaces are provided within the development and their relationship to buildings and spaces outside the development
  - **Scale** – the exact height, width and length of each building proposed in relation to its surroundings
  - **Appearance** – the aspects of a building or place which determine the visual impression it makes, excluding the external built form of the development

### 3.0 Format of the Planning Application

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- **Landscaping** – this is the treatment of private and public spaces to enhance or protect the site’s amenity through hard and soft measures, for example, through planting of trees or hedges or screening by fences or walls.

#### Phased Delivery

- 3.16 It is anticipated that the site will be delivered in three broad development sequences over a circa 20 year development programme (the infrastructure construction period is anticipated to be approximately 15 years), anticipated to commence in 2013. The EIA is predicated on the current phasing assumptions and has also undertaken sensitivity testing on alternative phasing scenarios in order to provide the flexibility required for development proposals of this scale and longevity.
- 3.17 Assuming permission is forthcoming, it will be necessary to ensure that the 'life' of the permission is tailored such as to facilitate the comprehensive development of the site to be delivered on a phased basis across a circa 20 year development period.

## 4.0 Description of Development

4.1 The OPA is for:

**Demolition of buildings and development for the delivery of a mixed-use new settlement comprising up to 5,000 residential units, up to 36,750 sq m GEA B1 business floorspace, up to 7,350 sq m GEA B2 business floorspace, up to 3,251 sq m GEA convenience (Class A1) floorspace, up to 2,070 sq m GEA comparison (Classes A1, A2, A3, A4, A5) floorspace, secondary school, three primary schools, community centre, healthcare centre, assisted living facility, nursing home, garden centre, two hotels, water bodies and works associated with the development including roads, landscaping, informal and formal open space, pedestrian, cyclist and public transport infrastructure, utilities infrastructure, car and cycle parking.**

4.2 Schedule 2 (below) sets out the proposed quantum and uses.

### Schedule 2

#### OPA Proposed Quantum and Uses

LAND USE	USE CLASS	HECTARES	SQM GEA	SQM GIA	UNITS	ROOMS
Total OPA Area		324.66	NA	NA	NA	NA
Development Site Area		254.34	NA	NA	NA	NA
<b>Existing Uses (existing figures are approximated):</b>						
Military training	Sui Generis	324.66	30,817	27,735	NA	NA
<b>Proposed Uses (expressed as maxima):</b>						
Food Retail	A1	NA	3,251	3,088	NA	NA
Non-Food Retail	A1-A5	NA	2,070	1,966	NA	NA
Garden Centre	Sui Generis	2.6	525	500	NA	NA
Business Space	B1	NA	36,750	35,000	NA	NA
Business Space	B2	NA	7,350	7,000	NA	NA
Hotels	C1	3.41	14,070	13,400	195	NA
Residential Institutions (including assisted living accommodation and nursing home)	C2	2.31	NA	10,000	120	NA
Residential (including elderly accommodation)	C3	NA	NA	NA	5,000	NA
D1 Uses	D1	NA	26,080	24,833	NA	NA
<b>D1 current assumed breakdown below:</b>						
Education (On-Site Secondary and Primary School Provision*)	D1	NA	23,780	22,648	NA	NA
Community Centre (to include uses such as library, emergency service accommodation, place of worship)	D1	NA	800	760	NA	NA
Healthcare Centre	D1	NA	1,500	1,425	NA	NA
Servicing compounds	Sui Generis	3.81**	NA	NA	NA	NA
Open Space (including formal open space, playing field provision and sports pitches, excluding Category A trees)		93**	NA	NA	NA	NA
Lakes/Water (permanent water bodies and attenuation features)	Sui Generis	9.75**	NA	NA	NA	NA

\* This is the overall maximum quantum of floorspace generated by the development. In the alternative, it might be the case that primary

## 4.0 Description of Development

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school provision in Chattenden will take the form of an extension to the existing Chattenden primary school

\*\* Expressed as 'in the order of'

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- 4.3 The proposed development will include the demolition of the majority of the existing buildings on the site with the exception of a number of listed structures and non-statutory heritage assets which will be retained where possible.
- 4.4 The EIA has tested the quantum and uses set out in Schedule 2.
- 4.5 The indicative masterplan which is included within the DAS is for a scheme which is less than the 'maximum' quanta sought through the OPA. It is currently DIO's and Land Securities' preferred scheme to progress through Reserved Matters, although it should be acknowledged that this might ultimately change over the life of the development. The quantum set out in Schedule 2 provides necessary flexibility to enable this to happen.

## 5.0 Application Site

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### Site Description

- 5.1 Lodge Hill is owned by the Ministry of Defence (MoD) and is largely in operational use by the Royal School of Military Engineering (RSME). It is located in north Kent, within the Thames Gateway, on the Hoo Peninsula. It lies to the north of the urban areas of the Medway towns including (in closest proximity) Chatham and Rochester. It is broadly surrounded by the existing settlements of Hoo St Werburgh, High Halstow, Cliffe, Cliffe Woods and Wainscott, and is located off the A228 which connects the M2/A2 with the Hoo Peninsula and the Medway towns. The site falls within the administrative area of Medway.
- 5.2 The site is in close proximity and accessible to the A228, the A2/M2 connecting to the M25 and on into Central London, and also with the ferry ports of Dover and Folkestone. It is also well located to a number of train stations, particularly to the station at Strood.
- 5.3 The predominantly previously developed site comprises approximately 325 hectares, around 254 hectares of which are considered to be developable (the defined developable area is consistent with the delineation of the Core Strategy Strategic Allocation). The site consists of four distinguishable areas, described below.

### Lodge Hill Training Area

- 5.4 Lies to the east of Lodge Hill Camp, and is accessed from the A228 via Lodge Hill Lane. It currently accommodates a range of predominantly external training facilities. The site was historically used for the manufacture of munitions, which has influenced the location of buildings within this part of the site – though many of the original buildings have subsequently been demolished, and those that remain are generally in a relatively poor state of repair.

### Chattenden Barracks

- 5.5 Lies immediately to the north of the village of Chattenden, and is accessed from the A228 via Chattenden Lane and Kitchener Road. The site was developed in the 1960s as a complete barracks complex. Its use as a barracks ceased in the 1990s, was vacated in 1995, and was largely demolished in 2005. Two parcels of land on the eastern side of the former barracks are now in residential use.

### Chattenden Training Area

- 5.6 Comprises a substantial tract of land located to the north of the A228, and lies to the west of Chattenden Lane, Lodge Hill Lane and to the east of Haven Street. It comprises a number of storage facilities and two redundant terraces of houses.

### Lodge Hill Camp

- 5.7 Lies some 1.5 km north of the A228 and is accessed from Lodge Hill Lane. It is currently in operational use, providing a range of facilities including a training school, an exhibition hall and a diver training facility.

### Relevant Planning History

- 5.8 There is limited planning history for the Lodge Hill site available on Medway Council's website. There appear to have been a number of applications relating to the site's use for military purposes. These applications were made under the quasi-statutory procedure previously available to the MoD for applying for planning and listed building clearance

## 5.0 Application Site

under DoE Circular 18/84 'Crown Land and Crown Development'<sup>1</sup>. There is no planning history of direct relevance in terms of the redevelopment of the site.

### Site-Specific Constraints

- 5.9 The full range of site constraints and considerations are identified within the full suite of OPA documents. There are also a number of other constraints which are identified on the Local Plan Proposals Map – set out in Section 6 of this Planning Statement. The key constraints are summarised briefly below:
- **Landscape/ecology:** The site itself includes approximately 35 hectares of Chattenden Woods SSSI. The site is also within 2km of the Thames Estuary Special Protection Areas (SPA)/Ramsar and Medway Estuary and Marshes and SPA/Ramsar, which are both European protected sites. The site includes several areas of ancient woodland located within the site boundary including Round Top Wood, Deangate Wood, Wybornes Wood and Lodge Hill Wood. Ecological studies have also shown records of protected species and species of conservation concern within a 1km radius, including great crested newts, birds and badgers.
  - **Heritage:** There are four listed (Grade II) structures on the site, in the form of 'Sentry Posts' from World War One, identified for the purposes of the OPA as Buildings 106 and 127. These Sentry Posts were listed in May 2011 following a review of all historical structures on the site by English Heritage (see Section 6 of this Planning Statement and the Heritage Statement (Built Heritage) submitted as a supporting document to the OPA). There are no other statutorily listed structures on the site. There is an anti-aircraft battery located along the northern ridge of the site which has not yet been listed or Scheduled, but is nevertheless recognised in terms of its heritage significance.
  - **Agricultural Land:** The Lodge Hill site is shown on the DEFRA website as constituting Grade 1-3 Agricultural Land.
  - **Protected Trees:** None of the existing trees within the Site are afforded specific protection by virtue of Tree Preservation Orders.
  - **Flood Zone:** Based on the latest Environment Agency Flood Map, circa 1.53 hectares of the site adjacent to the Four Elms Roundabout (the south-western corner of the site, around the eastern side of the roundabout) is within Flood Zones 2/3. The remainder of the site lies within Flood Zone 1.

<sup>1</sup> On 7 June 2006 the provisions relating to the Crown in the Planning and Compulsory Purchase Act 2004 came into force, which fully integrate the Crown into the planning system by making the Crown compliant with the Town and Country Planning Act 1990; Planning (Listed Buildings and Conservation Areas) Act 1990; and Planning (Hazardous Substances) Act 1990.

## 6.0 Development Plan Compliance

- 6.1 The purpose of this section of the Planning Statement is to assess the extent to which the proposed development complies with the adopted Development Plan. Where the proposed development does not comply, robust justification is provided drawing upon the material considerations that exist which are considered to outweigh the policy presumption in each case.
- 6.2 This section deliberately provides a high level assessment, and therefore must be read in conjunction with Appendices 1, 2 and 3 of this Planning Statement, which provide a more detailed summary of the relevant policies and evidence base, and include a schedule which assesses compliance against each of the Development Plan policy requirements relevant to the proposed development.

### PLANNING POLICY CONTEXT

- 6.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. A full review of the relevant planning policies and guidance is contained within Appendix 1 of this Planning Statement.

### Adopted Development Plan

- 6.4 The adopted Development Plan comprises:
- The South East Plan (RS) (2009)
  - The 'saved' policies of the Medway Local Plan (2003).

### Material Considerations

- 6.5 Other documents relevant to the planning policy context, forming 'material considerations', comprise:
- National Planning Policy Guidance Notes and Planning Policy Statements
  - Draft National Planning Policy Framework
  - Draft Core Strategy
  - Supplementary planning guidance prepared by Medway Council
  - Draft Lodge Hill Development Brief.
- 6.6 The draft Localism Bill is also considered to be of relevance.

### DEVELOPMENT PLAN COMPLIANCE

- 6.7 The following matters are considered in detail within the remainder of this chapter:
- Need for Development
  - Principle of Development
  - Location of Development
  - Loss of ALLIs
  - Loss of Protection of Open Space (POS) Land
  - Mix of Uses for the Creation of a Sustainable, Balanced Development
  - Quantum and Mix of Core Development Uses

## 6.0 Development Plan Compliance

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- Residential
  - Housing Quantum
  - Housing Mix
  - Affordable Housing
  - Residential Institutions
- Economic Development
  - Business Floorspace
  - Retail
  - Lodge Hill Central Hub and Local Hubs
  - Hotel
- Community Infrastructure
  - Education
  - Health
  - Public Art
- Green Infrastructure
  - Integrating Green Infrastructure (Public Rights of Way)
  - Strategic Open Space
  - Open Space, Play, Sport and Recreation
- Movement Infrastructure
  - Transport and Access
  - Dux Court Road – Rural Lane
  - Public Transport and Sustainable Modes of Movement
  - Car and Cycle Parking
- Design Principles and Masterplanning
- Sustainability (including Climate Change and Renewable Energy)
- Environmental Considerations
  - Landscape (and Visual Impact)
  - Agricultural Land
  - Biodiversity
  - Trees
  - Air Quality
  - Noise and Vibration
  - Flood Risk and Surface Water Run-Off
- Heritage

## 6.0 Development Plan Compliance

- Archaeology
- Utilities and Energy
  - Lighting
- Contaminated Land
- Waste
- Construction

### Need for Development

- 6.8 The adopted Development Plan identifies a clear and fundamental need to deliver necessary housing and economic growth specifically within the Kent Thames Gateway sub-region and within Medway. This is entirely consistent with the historic need for regeneration described within Section 2 of this Planning Statement.
- 6.9 Specifically, the RS core objectives include the promotion of a closer alignment between jobs and homes growth, and a reduction in the economic and social disparities in the region. RS Policy CC9 explicitly encourages Government departments and public landowners to undertake strategic reviews to identify potential development opportunities, with particular attention to be paid to bringing forward land for housing. The priority placed on the potential scope of contribution to be made through the release of public sector land to deliver necessary growth remains a key Government objective and is expressly articulated through HM Treasury’s Plan for Growth (March 2011) and the subsequent requirement for all Government departments to have identified land for release by Autumn 2011 (see Section 7 of this Planning Statement). There have been a number of recent appeal decisions relating to proposals for residential development in which the Ministerial Statement and Plan for Growth have been afforded weight (e.g. Land at Picket Piece, Andover and Land off Hill Barton Road, Exeter).
- 6.10 The evidence base produced at the local level to inform the emerging MCS continues to identify the need for regeneration within Medway and for critical housing and economic growth. Although the current status of the RS has now been confirmed through the latest CALA judgement (May 2011), in response to the May 2010 announcement by the Secretary of State confirming his intention to rapidly abolish RSs, Medway Council examined the quantum of development set out in their emerging MCS to ensure that they could be justified in their own right – i.e. LPAs are not able to carry forward RS figures unless they are justified by local, up-to-date evidence. As a consequence of this, Medway Council confirmed that the RS figures would remain valid in the event that the RS falls away. This demonstrates that the ‘need’ provided for within the RS still exists.
- 6.11 The draft National Planning Policy Framework (draft NPPF) states that the planning system should proactively encourage growth and not act as an impediment, and requires LPAs to be proactive in driving and supporting development that is needed.

### Development Plan Compliance

- 6.12 The proposed development is located on public sector land which has been identified for release by the Ministry of Defence, and is being brought forward to contribute to meeting identified and necessary economic and housing need. It is therefore entirely in accordance with the Government’s ambitions in this respect. It accords with the regeneration objectives set out in the adopted Development Plan (particularly in achieving a better alignment

## 6.0 Development Plan Compliance

between jobs and homes growth and reducing economic and social disparities within the region), and the relevant material considerations, not least the emerging MCS and NPPF.

### Principle of Development

- 6.13 The priority placed on maximising the re-use of previously developed land (PDL), and making the most efficient and effective use of land, is enshrined within national planning policy, most notably PPS1, PPS3, PPS4, PPS9 and PPG13. A key focus of PPS1 is on the need for sustainable development, including the Government's policy of encouraging investment to regenerate deprived areas.
- 6.14 The policies relating to PDL, efficient re-use, regeneration and sustainable development are reflected within the adopted Development Plan. The RS identifies the Kent Thames Gateway (within which the majority of the administrative area of Medway falls) as a sub-region with a focus on growth and regeneration (RS Policy SP1) and prioritises the re-use of PDL with a region-wide target of 60% (RS Policy KTG1 and SP3, respectively). It promotes the creation of sustainable and distinctive communities which promote, inter alia, a sense of place (RS Policy CC6).
- 6.15 The adopted Local Plan sets out a sustainable approach to the location and mix of new development (Local Plan Policy S2). There is a 'presumption against' development within the countryside, although an exception exists where it would involve the re-use or redevelopment of developed land in lawful use (Local Plan Policy BNE25).

### Development Plan Compliance

- 6.16 The proposed development is consistent with the relevant national, regional and local policies, being a predominantly previously developed site which is in lawful (Sui Generis) use for military purposes. Approximately 67% of the proposed developable area is previously developed based on the 'footprint' definition within PPS3. The proposed development would result in approximately 36% of the developable area being retained as open space. Therefore, in broad terms the proposed development would result in an increase in the extent of open space.
- 6.17 The proposed development has been defined as a consequence of some three years of engagement with the Council, the community, statutory bodies and key stakeholders to ensure that it represents a sustainable development predicated on a clear vision which optimises the re-use of the site, would create a strong sense of place and local distinctiveness, and is capable of making a significant contribution to the regeneration of Medway and the wider Kent Thames Gateway sub-region.

### Location of Development

- 6.18 The site is explicitly identified as a major regeneration location (specifically, 'on Ministry of Defence land at Chattenden') within the supporting text to RS Policy KTG1 (RS paragraph 19.5), to accommodate new dwellings, employment and services.
- 6.19 The RS post-dates the adopted Local Plan, which specifically acknowledges the opportunity presented by the site for full-scale redevelopment (please refer to Section 2 of this Planning Statement for an overview of the historic and current planning policy which relates specifically to Lodge Hill). The site is explicitly identified on the Proposals Map, and through Local Plan Policy S14, for long-term development potential. The Local Plan therefore presumes against piecemeal redevelopment. The supporting text refers to the opportunity

## 6.0 Development Plan Compliance

to create a more sustainable relationship between employment and homes on the Hoo Peninsula, and to the role of the site in meeting Medway's long-term development needs. It confirms the need for thorough consideration through the review of the Local Plan.

- 6.20 The deliberate curtailment of the Plan period from 1996-2011 to 1996-2006 (described in paragraph 1.6.1 of the adopted Local Plan) to allow for a proper consideration of the development options at Lodge Hill signals the intent to have established a policy framework through a review of the Local Plan post-2006 but pre-2011. The relevant extract from the adopted Local Plan states:

*'Government guidance indicates that policies and proposals in a local plan should normally cover a period of ten years. It would be the council's preference to extend the local plan to 2011. However, clarity about the future of the extensive Defence Estate at Chattenden is needed to inform a proper consideration of the development options for the post-2006 period. Continued uncertainty about if, and when, the Defence Estate will be made available for redevelopment (which is identified as being of strategic development importance in the 'Thames Gateway Planning Framework') means that it would be prejudicial to proper planning to extend the plan period to 2011...'*

- 6.21 There are no relevant policies resisting the loss of the existing military use. On the Local Plan Proposals Map, aside from the designation of the site under Policy S14 (see above), the site is subject to the following:
- Part of the site is designated within the SSSI/National Nature Reserve
  - Part of the site is designated as an Area of Local Landscape Importance (ALLIs)
  - There are three small pockets of land that are designated as Protection of Open Space (POS)
  - A small portion of the site adjacent to the Four Elms roundabout is within the boundary of a tidal flood area
  - The eastern edge of the site is adjacent to a designated Rural Lane
  - The southern edge of the site is adjacent to the Deangate Ridge Golf Course, which is designated as Protection of Open Space (POS)
- 6.22 Compliance with these designations is considered within the relevant topics within this section of the Planning Statement. In summary, in some instances (e.g. in the case of ALLIs and on-site POS) the need for the development outweighs the presumption against loss, and the ability to make a balanced judgement in this respect is provided for within the relevant Local Plan policies. In some instances (e.g. in the case of the Rural Lane and off-site POS), the need for the development outweighs the impact, and the focus is on appropriate management of any unavoidable impact. In some instances (e.g. in the case of SSSIs, ancient woodland) the proposed development articulates how any impact would be appropriately managed to ensure that these sensitive areas are preserved and enhanced through the development. The quality of the natural environment is a key element of the vision underpinning the new settlement.
- 6.23 The need to take a balanced approach in terms of the environmental constraints which exist within the site and the need to realise the long-standing objective to regenerate Medway and the wider Kent Thames Gateway is reflected within the emerging MCS. The emerging site-specific policy framework has been derived through extensive engagement with the Council, the community, statutory bodies and key stakeholders to ensure that the need to

## 6.0 Development Plan Compliance

achieve growth is managed in an appropriate way, and is capable of embracing the environmental constraints as a fundamental component of the vision for the site.

- 6.24 In Section 2 of this Planning Statement reference is made to the emergence of the site as an appropriate location to accommodate a new settlement within historic, current and emerging planning policy documents. Through RPG9a, the Kent Structure Plan, the adopted Local Plan, the Kent and Medway Structure Plan and the adopted RS, the site has consistently been considered the most appropriate location for the delivery of a new settlement. In the case of the historic and current policy documents, this has included scrutiny by independent Inspector(s)/Panel(s). Through the emerging MCS it is clear that it remains the most appropriate location, based on up-to-date evidence.
- 6.25 Emerging MCS Policy CS33 identifies the site as a Strategic Allocation to accommodate a new freestanding mixed-use settlement. It presumes in favour of development subject to, inter alia, it being consistent with an agreed site-wide masterplan and Development Brief, which should fully reflect the vision and objectives for the site including consideration of the physical interfaces and linkages with surrounding communities, and should be in accordance with the design principles and parameters illustrated on the Lodge Hill Concept Plan comprised within the emerging MCS.
- 6.26 The draft NPPF states that the planning system should foster the delivery of sustainable development, not hinder or prevent it. A summary of the salient parts of the draft NPPF is included within Section 7 of this Planning Statement and includes the presumption in favour of sustainable development and that the default answer to development proposals is 'yes'.

### Development Plan Compliance

- 6.27 In terms of the location of the development, it is clear from historic planning policy documents that the site has, under considerable scrutiny, consistently been identified as the most appropriate location when considered against the reasonable alternatives. It is reasonable to assume that the only reason for not positively allocating the site within the adopted Local Plan was because there was, at that time, uncertainty in terms of the timescales for its release by the Ministry of Defence (subsequent to the adoption of the Local Plan, the site was allocated within the Kent and Medway Structure Plan, and is explicitly referred to within the RS). In recognition of the scale of opportunity presented by the site, the Local Plan protects it from piecemeal development to avoid the opportunity being 'lost'.
- 6.28 Medway Council's explicit curtailment of the Local Plan period to 2006 to allow early consideration of the development potential at Lodge Hill clearly signals the intent in terms of timescales, and it is reasonable to assume that it would have anticipated having an updated policy framework in place by now. We are now in 2011 and – largely as a consequence of fundamental changes in the plan-making system – that essential review has not yet been completed.
- 6.29 This is despite the clarification provided in 2008 by the Ministry of Defence on the timescales for the release of the site. The comprehensive and thorough consideration signalled by the Local Plan has subsequently been undertaken, including extensive technical work, and has informed the emerging MCS and site-specific Development Brief. This has culminated in the proposed development which reflects a thorough balancing of all the components considered necessary for the creation of a new settlement. The proposed development is based on a site-wide masterplan which has been produced in consultation with the relevant bodies and reflects the shared vision and objectives for the site (articulated

## 6.0 Development Plan Compliance

within the emerging MCS). It is consistent with the emerging Core Strategy Concept Plan for the site.

- 6.30 The imperative to deliver necessary housing and economic growth as part of the wider regeneration ambitions outweighs the loss of, and/or impact on, the existing environmental designations; the adopted Development Plan provides for this balanced judgement to be made. However, Land Securities has worked closely with the relevant bodies to ensure that any impact is minimised and managed in an appropriate way.
- 6.31 The proposed development accords with the spatial strategy required by the adopted RS, the long-term spatial strategy set out in the Local Plan, and the spatial strategy underpinning the emerging MCS.

### Loss of ALLIs

- 6.32 The adopted Local Plan presumes against the loss of land designated as ALLIs although provides flexibility by virtue of an exception, if (inter alia) the economic and social benefits are so important that they outweigh the local priority to conserve the area's landscape. The emerging MCS, and the Borough-wide Landscape Character Assessment (MLCA), reflect the recognition that the site is to accommodate a new settlement. They also reflect the approach set out in PPS7 which moves away from the inclusion of local landscape designations within policy documents.

### Development Plan Compliance

- 6.33 For the reasons explained elsewhere within this Planning Statement, the site has consistently been considered the most appropriate location to accommodate a new settlement when considered against the reasonable alternatives, and there is a clear need for the proposed development. The emerging MCS is responding proactively to this need, as is the MLCA which focuses on how a new settlement could be accommodated positively within the landscape context.
- 6.34 Whilst the adopted Local Plan includes ALLI designations within the site, it also contains a strategic policy affording it protection for future development. This therefore signals acceptance of the principle of development in this location, irrespective of its particular landscape designations. The site is also identified within the emerging MCS as a Strategic Allocation to accommodate a new settlement. But even leaving this, and the emerging policy position, aside, this Planning Statement articulates the clear economic and social benefits that exist which outweigh the local priority to conserve the area's landscape within ALLIs. There is a fundamental need to deliver necessary growth to contribute to the regeneration of Medway and the broader Thames Gateway.
- 6.35 The site is predominantly brownfield and is therefore entirely in accordance with national planning policy guidance, including PPG17 which places a priority on previously developed land over open space, and states that LPAs should seek opportunities to create public open space and incorporate open space on previously development land as part of new development. Paragraph 6.16 of this Planning Statement quantifies the approximate provision of open space proposed as a percentage of the developable area, and demonstrates that the proposed built floorspace 'lives within' the estimated quantum of existing PDL.

## 6.0 Development Plan Compliance

### Loss of 'Protection of Open Space' (POS) Land

- 6.36 The relevant Local Plan policy (L3) presumes against the loss of these unless, inter alia, alternative open space provision can be made within the same catchment area and is acceptable in terms of amenity value, or the site is allocated for other development in the Local Plan.

### Development Plan Compliance

- 6.37 Whilst the adopted Local Plan includes POS designations within the site, it also contains a strategic policy affording it protection for future development. This therefore signals the principle of development in this location, irrespective of its particular landscape designations. It is also identified within the emerging MCS as a Strategic Allocation to accommodate a new settlement. The proposed development is also predicated on a high quality green infrastructure strategy across the whole site, which would deliver quantitative improvements not least in terms of re-connecting the site to the wider area and making it available for use by the public (its military use has meant that it is not publicly accessible).

### Mix of Uses for the Creation of a Sustainable, Balanced Development

- 6.38 Planning policies at national, regional and local level promote the principle of mixed-use development. Core objectives included within the RS seek to (inter alia) achieve a sustainable balance between planning for economic, environmental and social benefits. This is also articulated in the draft NPPF which recognises the multiple benefits that can be achieved through a mixed-use approach. It states that the transport system needs to be balanced in favour of sustainable transport modes, and to support a pattern of development which facilitates the use of these modes. It states that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities, and should promote a mixed-use approach for large scale residential developments in particular, with key facilities such as primary schools and local shops located within walking distance of most properties.
- 6.39 PPS7 confirms that the Government's objectives for rural areas include to promote sustainable patterns of development. It states that development away from large urban areas should be such that services and facilities can be provided close together and supported by the necessary physical and social infrastructure.

### Development Plan Compliance

- 6.40 The proposed development comprises a full range of uses which are considered necessary for the creation of a new settlement, consistent with the adopted Development Plan. They have been derived over a period of three years during which time substantial testing has been undertaken, including through community engagement, on the mix of uses which would optimise the benefits for Medway. The structure of the proposed development seeks to provide an element of flexibility over time to enable the new settlement to be responsive to changes in need and demand.

### Quantum and Mix of Core Development Uses

- 6.41 The preceding sections articulate the justification for the need for, and principle and location of, a new settlement which is capable of making a major contribution to the

## 6.0 Development Plan Compliance

economic and housing growth needs within Medway and the wider Kent Thames Gateway sub-region.

- 6.42 Turning, then, to the issue of quantum and mix, an overriding consideration which has been important to determining the appropriate quantum is the need to achieve the necessary critical mass to support the creation of a sustained, sustainable and balanced new community. The need for this is recognised within the adopted RS specifically in relation to the Kent Thames Gateway sub-region, which identifies the need to ensure development is of a sufficient size, scale and density to support basic amenities, and to provide adequate infrastructure and services to support sustainable growth.

### RESIDENTIAL

#### Housing Quantum

- 6.43 The adopted RS states that a core objective is for a sufficient level of housing to be delivered, and sets out a requirement for Medway to deliver 16,300 dwellings between the RS Plan period of 2006 to 2026 (equivalent to 815 dwellings per annum) (RS Policy H1). RS Policy H5 sets out an overall regional density target of 40 dwellings per hectare.
- 6.44 For allocated housing sites (of which Lodge Hill is not one) the Local Plan presumes in favour of residential development subject to criteria relating to provision of open space, affordable housing and a mix of dwelling types (Local Plan Policy H1).
- 6.45 The emerging MCS identifies a need for 17,930 dwellings to be provided between 2006 and 2028, of which 4,275 dwellings are to be delivered at Lodge Hill (Policy CS13). Emerging MCS Policy CS33 clarifies that the Lodge Hill site has capacity for approximately 5,000 dwellings, cognisant that actual delivery of a new settlement is likely to extend beyond the emerging Plan period. The emerging housing strategy reflects the RS requirement. However, the figures are in any event justified in their own right based upon local, up-to-date evidence (Medway Council was required to test their figures in light of the anticipated revocation of the RS). The overall capacity of the site within the emerging MCS is consistent with the SLAA (2011), which assesses the deliverability of sites in terms of their availability, suitability and achievability.
- 6.46 In July 2011, Communities and Local Government (CLG) published the draft NPPF for a period of public consultation (see Section 7 of this Planning Statement). It states that the Government's key housing objective is to increase significantly the delivery of new homes, through (inter alia) creating sustainable, inclusive and mixed communities including through regeneration. The 'presumption in favour of sustainable development' applies in consideration of planning applications. It states that 'planning permission should be granted where relevant policies are out-of-date, for example where a local authority cannot demonstrate an up-to-date five year supply of deliverable housing sites' (paragraph 110). In this case, we currently have an up-to-date and relevant Development Plan. It also sets out a requirement for LPAs to identify an additional allowance of at least 20% supply within the first 5 year Plan period – which PINs guidance published on 8 September 2011 clarifies as being a 'front-loading' of supply in the housing trajectory but not an additional amount in terms of land supply.
- 6.47 Within the emerging MCS, the site is a critical component of the achievement of housing land supply within all three 5 year tranches of the Plan period, as required by PPS3, including within the first 5 years (reflecting the inclusion of the site as the only Core Strategy Strategic Allocation). Land Securities considers that some of the assumptions underpinning the Council's housing evidence base, particularly with regard to delivery of extant planning

## 6.0 Development Plan Compliance

permissions, reliance on windfall sites etc., may be over-optimistic. This, coupled with the potential implications of the emerging NPPF 20% 'front-loading' requirement, mean that the need for Lodge Hill becomes even more critical for urgent delivery.

### Development Plan Compliance

- 6.48 The proposed development is for, inter alia, up to 5,000 dwellings. The site is recognised within the RS as a source of housing land supply. Given that it post-dates the adopted Local Plan it takes precedence until such time as it is formally abolished.
- 6.49 The adopted Local Plan is outdated, based upon housing evidence from the early 2000s. Following the anticipated formal abolition of the RS, significant weight should therefore be attached to the local, up-to-date evidence which has been produced by Medway Council to inform the emerging MCS. Medway Council has confirmed that in the absence of the RS, a continuation of the RS requirement albeit pro-rata to 2028 is justified in its own right based upon local, up-to-date evidence. It is therefore appropriate to attach considerable weight to the approach set out in the emerging MCS.
- 6.50 Within the emerging MCS, the site is identified as a critical component of the local housing supply strategy within all 5 year tranches of the Plan period. The proposal for up to 5,000 dwellings reflects the overall capacity identified, and it is currently anticipated that the development period will commence in 2013 with delivery of the first units in 2014. This is consistent with the expectation within the emerging MCS that approximately 4,275 dwellings are expected to be delivered within the emerging Plan period. This broadly equates to circa 300 dwellings (all tenures) per annum across the Plan period, which is entirely consistent with the advice provided by market advisors and feedback received from the house-building industry.
- 6.51 Land Securities considers that there may be a risk that Medway Council's anticipated 5 year housing land supply may not be delivered in the quantity envisaged. This, together with the 'front-loading' of supply required by the emerging NPPF, place even greater importance on the imperative for Lodge Hill to deliver housing immediately. For a project of this scale and complexity there will inevitably be a long lead-in period and therefore a decision now is considered by DIO and Land Securities to be crucial to facilitate housing delivery in the way anticipated by Medway Council. Lodge Hill is a critical component of Medway Council's housing land supply, and its importance is increased further in the context of the emerging NPPF requirements.

### Housing Mix

- 6.52 The adopted Development Plan supports provision of housing for the elderly, in appropriate locations (RS Policy CC5), and a mix and range of housing (Local Plan Policy H10). This is consistent with PPS3 which promotes the creation of sustainable mixed use inclusive communities, and housing developments in suitable locations which offer a good range of community facilities, with good access to jobs, key services and infrastructure. The emerging MCS requires provision of a mix and balance of good quality housing of different types and tenures including elderly, specialist and executive accommodation (Policy CS15).

### Development Plan Compliance

- 6.53 The proposed residential mix has been informed by market advice (from Savills) and reflects soft market testing with the house-building industry. It is also predicated on advice from

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Level on the appropriate affordable housing mix, and from PRP Architects on a range of issues including residential densities and the physical relationship of market and affordable requirements. As a consequence, the proposed development provides for a wide range of dwellings in terms of size, type and tenure. The Use Class C3 quantum proposed includes:

- A range of unit sizes, from 1 bedroom through to 5 bedroom dwellings
- A range of unit types including large detached, detached, semi-detached and terraced housing (ranging from 2 to 5 bedrooms) and apartments (ranging from 1 to 2 bedrooms)
- A range of residential densities (see 'Design Principles and Masterplanning' below)
- A proportion to be provided as elderly accommodation within each phase of the development, appropriately located in terms of proximity to services and facilities
- Provision of affordable housing (see below).

- 6.54 The proposed development also comprises an element of Use Class C2 to cover provision of nursing home and assisted living accommodation, appropriately located in terms of proximity to services and facilities.
- 6.55 Whilst Local Plan Policy H1 does not apply to Lodge Hill (as it deals with allocated housing sites), the proposed development has been assessed against the criteria it provides. This is reflected above, save for the criteria on open space and affordable housing provision, which are dealt with in detail elsewhere within this section of the Planning Statement.

### Affordable Housing

- 6.56 The adopted Development Plan seeks an increase in the supply of affordable housing (RS core objective). The RS sets a sub-regional indicative target for Kent Thames Gateway of 30% (RS Policy KTG4); the Local Plan establishes the need to provide affordable housing but does not identify a specific percentage target for non-allocated sites. It sets out the matters to be taken in account when negotiating provision as part of development proposals, including site suitability, the realisation of other planning objectives as priorities on a site, and the need to achieve a successful housing development (Local Plan Policy H3). Medway Council's adopted Developer Contributions SPD clarifies that 25% affordable housing will be sought as a target from which to negotiate.
- 6.57 The level of provision proposed has been identified having regard to: (i) affordability analysis and, associated with this, what is considered appropriate in order to create a balanced and sustainable community – which we have described more generally as the 'placemaking' imperative; and (ii) the evidence base underpinning the emerging MCS.
- 6.58 So far as affordable housing is concerned, the notion of **placemaking** is predicated on a 'bottom-up' approach where the mix of housing is related to indigenous need arising, predominantly, from the development, to optimise the creation of a community which has local connections (for example in terms of family, employment etc.) which allows the community to grow and be self-sustaining over time. This is consistent with paragraph 24 of PPS3; the reference to 'proportions' is particularly pertinent given the scale of the proposed development is for the creation of a new settlement. The principle of a bottom-up approach has consistently been accepted by Medway Council Officers.
- 6.59 This bottom-up approach has been based upon affordability analysis, which has informed both the OPA and the Lodge Hill policy contained within the emerging MCS. This principle of establishing the level of provision based on affordability is consistent with the need

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identified within PPS3 to improve affordability across the housing market. This is described in detail within the Affordable Housing Statement supporting the OPA. It shows that the housing market gap which will be satisfied by affordable housing equates to 23%.

- 6.60 This level of on-site provision is consistent with the level of provision within new settlements in other locations, the research on which demonstrates that the more important part to creating a successful place is the way in which affordable housing is delivered in tandem with the wider market housing, the creation of a range of employment opportunities, and necessary community and social infrastructure to support the residents of the new community.
- 6.61 Of the affordable housing to be provided on site, it is proposed that this is split equally between affordable rent and intermediate products. This split is consistent with Medway Council's requirements for the site as articulated within the emerging Lodge Hill Development Brief. The draft S106 Agreement supporting the OPA includes terms relating specifically to the provision of affordable housing, covering the level, tenure, distribution and timing of provision appropriate to the creation of a new settlement.
- 6.62 In terms of the **evidence base underpinning the emerging MCS**, the key documents are the Strategic Housing Market Assessment (SHMA) (2010) and the Affordability Housing Viability Study (AHVS) (2010). The SHMA identifies, amongst other things, the prevention of loss of households out-migrating to seek job opportunities as a significant policy aim. The SHMA Viability Assessment clarifies that viability is not the only consideration for LPAs to take into account in deciding on its policies. It favours a 'blanket' provision of 25% across the Borough, although in response to the weaker sub-markets suggests that a split percentage may be appropriate. It therefore identifies different percentage requirements ranging from 25% for weaker sub-markets, to 30% in Medway rural, to 35% in some higher value market areas. Lodge Hill lies just within the 30% Medway rural area, adjacent to an area where 25% provision is identified as appropriate through the AHVS.
- 6.63 From this evidence base, judgements need to be made regarding the drafting of policy, taking into consideration the approach advocated by PPS3, as well as taking into account that the evidence base documents represent a snapshot in time whereas the Core Strategy needs to endure over a long period and thus needs to be resilient over time (consistent with PPS12). The Council has exercised that judgement in arriving at area based percentages between 25%-30% within the emerging MCS (Policy CS14), which are subject to considerations including site suitability, the extent to which the provision of affordable housing would prejudice other planning objectives to be met from the development of the site, and the mix of units necessary to meet local needs and achieve a successful, sustainable and socially inclusive development. The emerging policy requirement at Lodge Hill seeks 30% provision subject to the same caveats (Policy CS33).
- 6.64 A pragmatic and proportionate view needs to be taken in respect of the evidence base given that it represents a snapshot in time. For example, since the AHVS was prepared, various changes have occurred (for example, a change in the minimum Code for Sustainable Homes level to be achieved, reform of funding for affordable housing, changes to housing products such as the introduction of affordable rent tenure) which may require some adjustment in terms of the Council's judgement. The AHVS would also have been prepared in the absence of the likely Lodge Hill scope and extent of site-specific obligations necessary to create a sustainable community supported by appropriate infrastructure in its widest sense.

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- 6.65 The bottom-up ‘placemaking’ approach, predicated on affordability analysis articulated above, identifies a need for 23% affordable housing to be provided on site. It is also recognised that the Lodge Hill community is set within the context of the wider Hoo Peninsula, and needs to reach beyond the confines of the ‘red line’ boundary of the application site. Therefore the proposed development makes provision for a commuted sum equivalent to 2% towards provision or improvements to existing stock off-site. The overall package is equivalent to 25% provision which accords with the adopted Local Plan, as well as the emerging MCS assuming application of the caveats which allow each site to be considered on its merits.
- 6.66 This level of provision is considered by DIO and Land Securities to represent an appropriate balance in the context of:
- the approach set out in paragraphs 20-22 of PPS3;
  - the principle that viability shouldn’t be the only matter to consider in defining the quantum of affordable housing;
  - being in accordance with the relevant caveats set out in both the adopted Local Plan and the emerging MCS relating to site suitability;
  - the achievement of other planning objectives and the creation of a successful and sustainable development;
  - the wider investment associated with the Lodge Hill development; and
  - being justified by the evidence collected, and effective and consistent with higher level national policy.
- 6.67 However, the need to continue to engage with Medway Council through the formal OPA process to determine the precise quantum of affordable housing (which may therefore be different to the proposed package equating to 25%), particularly in terms of off-site provision, is fully acknowledged by DIO and Land Securities.

#### **Residential Institutions (Use Class C2)**

- 6.68 The RS seeks development to support an ageing population (Policy CC5) and identified groups with specialist housing requirements (Policy H4). The Local Plan sets out a criteria based policy with considerations relating to amenity and locational considerations (Policy H8) and a separate policy (CF5) relating to nursing and special care accommodation stipulating, amongst other things, that proposals should be of a size, design and location that will provide a satisfactory environment for future residents. The SHMA (2010) identifies the need to ensure that older people can continue to live independently in safe decent housing that they can afford as a policy challenge.

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- 6.69 The proposed development incorporates 120 Class C2 units which are indicatively split evenly between a nursing home and an assisted living facility. The proposed location of these (within the western part of the site, within the SSSI buffer, with the Westgate service hub to the east) represents an appropriate balance between achieving a tranquil environment (a suitable amenity) with close proximity to local facilities and services. These residential institutions are considered to be an important component within the wider

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masterplan in creating a truly diverse community which is capable of meeting a range of needs, and over time, providing residents with an important opportunity to live independently as part of a community. The inclusion of this use, and its location, accords with the relevant adopted Development Plan policy. (Although not provided for by the OPA, in spatial terms there is additional capacity within the site to provide more residential institution use in the future, if the need and demand arises; this would need to be dealt with through a separate planning application).

### ECONOMIC DEVELOPMENT

- 6.70 PPS4 broadens the definition of economic uses to include, inter alia, business, retail and hotel use. It confirms the Government's objectives include regeneration, delivering more sustainable patterns of development, and proactively planning for economic growth. These principles are carried forward into the draft NPPF.

#### Business Floorspace

- 6.71 RS sets out a range of overarching objectives which seek to ensure that the South-East contributes fully to the UK's long-term competitiveness, and is able to respond positively to changes in the global economy and economic needs. It also articulates objectives on the range of provision in terms of types, sizes, prices and quality, including advanced ICT infrastructure. It requires the identification of employment land in areas that are or will be made accessible to the existing and proposed labour supply, identifies a need for 58,000 additional jobs within the Plan period (RS Policy RE3) and prioritises delivery of economic development including within the Kent Thames Gateway sub-region (RS Policy RE6).
- 6.72 Within the sub-region, the relevant policies promote the expansion of the existing economic functions of the area and the introduction of business uses with a particular emphasis on higher value activity including knowledge industries to address current under-performance; explicit reference is made to major sites within Medway attracting new high-value activity or accommodating the expansion of transport, energy, distribution and manufacturing (RS Policy KTG2). It states that new employment locations should be provided in conjunction with new housing land (RS Policy KTG3) to seek to address the high levels of commuting to London. The site is recognised within the RS as a source of employment land supply (the supporting text to RS Policy KTG1 (RS paragraph 19.5) identifies the site as a major regeneration location to accommodate, inter alia, employment and services).
- 6.73 At a local level, the focus within the adopted Local Plan is on the creation of a diverse and sustainable economy which offers a range of uses that would provide a variety of job opportunities and reduce the need for out-commuting. It also sets out the need to ensure that employment uses are well related to physical, housing and community facilities. The adopted Local Plan does not include the site as an employment allocation, given that it pre-dates the future consideration of the site as identified within the Local Plan. However, the Plan includes policies and supporting text which highlight the need to cater for further business development (Local Plan Policy ED5) and support the principle of working from home subject to impact and amenity considerations (Local Plan Policy ED10).
- 6.74 The publication of PPS4 post-dates the adopted Development Plan. Consistent with other key national planning policies, it promotes the most efficient and effective use of land and prioritises previously developed land. Central to PPS4 is the promotion of sustainable economic growth; it provides a broader definition of employment uses reflecting the shift from a focus on traditional Use Class B uses to other uses which are also capable of creating jobs. It states that planning applications which secure sustainable economic

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growth should be treated favourably. This 'presumption in favour' is consistent with the emerging NPPF 'presumption in favour of sustainable development', which states that LPAs should attach significant weight to the benefits of economic and housing growth.

- 6.75 The emphasis on promoting higher value activity to develop increased gross value added (GVA) and higher skilled employment opportunities is reflected within the emerging MCS. It also includes an objective to improve Medway's image, for example through the development of a diverse vibrant evening economy.
- 6.76 The relevant evidence base (Economic Development Strategy (2009), the Medway Employment Land and Accommodation Study (2007) and the Employment Land Review (2010)) underpinning the emerging MCS consistently recognise the major opportunity at Lodge Hill to support regeneration through the delivery of economic development, including home-working, as part of a mixed use development.
- 6.77 The emerging MCS identifies supply of around 935,998 sq m employment floorspace to meet Medway's requirement to 2028 (Policy CS17). The role of Lodge Hill in providing a high quality environment and to act as a focus for higher value economic activity is explicitly acknowledged in the emerging MCS (Policies CS17 and CS33) – Policy CS33 being the Strategic Allocation for Lodge Hill, which states that employment opportunities should generally be in balance with the resident working age population. The supporting text sets out a minimum requirement for 43,000 sq m of dedicated space for business use.

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- 6.78 The proposed development incorporates a total business floorspace of 44,100 sq m GEA, split between Use Class B1 (36,750 sq m GEA) and Use Class B2 (7,350 sq m GEA), which is considered to be an aspirational but achievable quantum of floorspace in the long-term. The context to this is articulated within the Economic Strategy supporting the OPA.
- 6.79 The proposed development is expected to make a significant contribution to the achievement of sustainable economic development within the Borough, with an emphasis on the creation of high value business floorspace as part of a broader range and types of job opportunities. The site is identified within the RS as a source of employment land supply, but otherwise (as with the adopted Local Plan) is silent in terms of any site-specific quantum and/or mix of uses. The adopted Development Plan encourages measures to reduce the need for out-commuting, including through home-working. This is a core part of the vision for Lodge Hill. The proposed development is considered to accord with the adopted Development Plan, is consistent with PPS4, and also meets the quantitative business floorspace requirement within the emerging MCS. Both the RS and the draft NPPF presume in favour of sustainable economic growth.
- 6.80 The Economic Strategy supporting the OPA outlines the economic vision for Lodge Hill, predicated on the creation of a new place with a high quality economic offer capable of attracting new investors and businesses into the area, and maximising job creation, as part of a mixed-use new settlement. It is based on the need to achieve quality, to establish a market (particularly given the existing military use which means that the location is 'off the map' in market terms for high value investment), to pursue a strategy which is flexible and therefore able to respond to changing market demands over time, and based on partnership working.
- 6.81 The economic vision has been derived based on early and extensive engagement with Medway Council, local stakeholders and major landowners, reflects the latest position in

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terms of evidence and data, the economic context, objectives and growth sectors. It is wholly in accordance with the Government's clear ambitions for economic growth reflected within their Plan for Growth, the Written Statement 'Planning for Growth' and the draft NPPF (as well as PPS4), the South East Local Economic Partnership's drive to secure growth in the Thames Gateway articulated within their Mission and Vision Statement, and Medway's Economic Development Strategy. It also represents a major opportunity for private investment critical to the achievement of the development targets within the Thames Gateway. The aim of the vision is to complement, rather than compete with, the wider vision for Medway. The Economic Strategy describes how the vision will be realised through partnership working, a marketing programme, a construction training programme, business and enterprise development activities, jobs brokerage and training for permanent jobs.

- 6.82 The Economic Strategy describes the challenges faced within the area relating to significant levels of out-commuting and a tendency towards lower skilled sectors, and acknowledges the aspirations at the local level to create more jobs with a rebalancing towards higher skilled sectors, in the context of the poor economic climate of the last few years. There are various documents which set out job targets over varying periods (including the RS which sets out a target of 9,000 jobs by 2026 for Medway) and in the context of the economic climate of recent years. All targets identified are considered to be ambitious and suggest that a significant step change is necessary.
- 6.83 The economic development component of the proposed development responds to the inclusion of the site as a Strategic Allocation within the emerging MCS. It reflects market advice in terms of establishing Lodge Hill as a 'market' in the right way over time, and providing a range of units to meet different needs over time (for example, facilitating a resident working from home moving to a small start-up unit as their business grows).
- 6.84 The proposed development is based on the delivery of economic development broadly proportionate to the delivery of housing, although is structured to respond positively to accommodate economic demands as they arise, which might require some degree of acceleration. This is considered to be important in order to ensure that the sequence of development accommodates – rather than misses – demand. The proposed development incorporates an appropriate degree of flexibility which is considered critical for a development of this scale and longevity.
- 6.85 The proposed development would generate in the order of 5,500 jobs on-site (including home-working) which – taking the RS target for the whole of the Kent Thames Gateway to 2026 – would equate to just under 10%, and would exceed the 'general balance' between employment opportunities and residents sought by Medway Council through Policy CS33 of the emerging MCS. With reference to the DAS, the Strategy describes how there is spatial capacity within the indicative masterplan to accommodate more floorspace in the future (subject to the relevant testing and planning process) if demand exceeds current expectations, without undermining the essence of the masterplan vision.
- 6.86 In terms of impact, included within the ES is an assessment of the likely effects of the proposed development on the local and regional economy and community, which has been undertaken in accordance with the relevant legislation, guidance and policy – recognising that on this particular issue the 'context' has been, and continues to be, in a state of flux. It has also been undertaken on the basis of early and regular engagement with Medway Council across all the relevant departments (planning, housing, economic development, education, open space and leisure, recreation), other partners (including Medway

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Renaissance and Medway NHS), stakeholders and the community. It finds that the impacts fall into two broad categories – community and employment.

- 6.87 In respect of employment, the development has capacity for just less than 4,000 Full Time Equivalent Jobs equating to a headcount of just under 4,800. In addition, it is anticipated that up to 750 people might work from home. The proposed development is therefore considered to have a major beneficial effect at the local and district level. The significant additional expenditure and the ‘multiplier effect’ could support an additional 600 jobs. The provision of Class B business floorspace would be equivalent to at least 5 years supply of Class B1 land supply for Medway as a whole to support growth clusters. The employment opportunities generated through the construction of the proposed development is estimated to be (1 year Full Time Equivalents) 5,600 on-site and 2,200 off-site – although given that the construction process is characterised by short specific contracts, the on-site estimate could equate to in the order of 21,000 individual opportunities.

### Retail

- 6.88 The adopted Development Plan reflects the policy approach set out in PPS6 – which has now been replaced with PPS4. The adopted Local Plan recognises the importance of provision of retail and service facilities to serve new residential areas as part of major residential development (Policy R9), and states that evening economy uses (e.g. restaurant, take-away, public house) are acceptable subject to a range of criteria relating to impact and amenity (Policy R18).
- 6.89 The emerging MCS accords with the approach set out in PPS4, and makes explicit reference to retail provision of around 5,000 sq m GEA floorspace as part of the creation of a new settlement at Lodge Hill (Policies CS19 and CS33). This has been informed by the SLAA (2011), which refers to 5,161 sq m of retail floorspace at Lodge Hill, and by the Retail Needs Study (2009) prepared by Nathaniel Lichfield and Partners, which sets out the comparison and convenience retail need, and confirms that in terms of convenience floorspace, the future priority may be to make provision to serve major new residential developments.

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- 6.90 The Retail Assessment supporting the OPA assesses the retail component of the proposed development in the context of the relevant national, regional and local planning policies, and in the context of the latest Borough-wide retail evidence base produced by Medway Council’s retail consultant, Nathaniel Lichfield and Partners (NLP). It has been prepared on the basis of early engagement with both Medway Council and NLP.
- 6.91 In terms of the principle of retail development in this location, the RS identifies the site as a major regeneration location, and the relevant policies within the adopted Development Plan provide for appropriate retail provision to be made to support major developments, consistent with PPS4. The emerging MCS explicitly supports the principle of retail floorspace as a key component to the creation of a balanced and sustainable new settlement at Lodge Hill.
- 6.92 In terms of the quantum and nature of retail floorspace proposed, the Retail Statement identifies that the convenience floorspace would account for circa 4% of the available capacity identified by NLP, notwithstanding which the quantum would be supported by the significant level of overtrading at existing stores. It identifies that the comparison floorspace would account for circa 3.5% of the available expenditure identified by NLP, based on their

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conservative growth assumptions. In both cases, the proposed quantum is quantitatively supported by the NLP evidence base even making no allowance for the additional expenditure which would arise from the proposed development itself. The Retail Statement considers that any impact caused by the retail floorspace proposed would effectively be mitigated given the scale of available capacity and existing overtrading. In qualitative terms, through the benefits that would be secured for the Hoo Peninsula, the proposed development would contribute to addressing the qualitative deficiencies identified within the NLP evidence base. It would lead to a more sustainable pattern of development given the clawback of expenditure which currently leaks from the area. It would also contribute to the wider regeneration benefits that would be secured through the proposed development in terms of economic growth and contributing to a range of new jobs, consistent with PPS4.

### Lodge Hill Central Hub and Local Hubs

- 6.93 Adopted Development Plan Local Plan Policy R9 refers to the provision of local shopping facilities in association with major residential developments. The principle of providing for day to day shopping and other services in close proximity to where people live is also enshrined within national planning policy guidance. This is consistent with the principles of sustainable patterns of development (PPS1) which, through the disposition of uses, reduces the need for people to travel by car. The importance of establishing local services and facilities throughout the site is reflected within the emerging MCS, which refers to the need to create liveable neighbourhoods, and requires the design solution for the Lodge Hill site to have regard to the need to create a well defined town centre and associated neighbourhood centres, servicing the new settlement and existing smaller settlements, in particular Chattenden (Policy CS33).

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- 6.94 The DAS which is submitted as a formal part of the OPA describes in detail how the masterplan approach has been underpinned by the principle – through the nature and location of the central and local hubs – of creating walkable distances to services and facilities as one of a number of important components to creating a sustainable community. The proposed development is considered, in this regard, to be entirely in accordance with the emerging Development Plan and relevant national planning policy guidance.

### Hotel

- 6.95 The adopted Development Plan explicitly promotes provision of hotel development (RS Policy TSR5 and Local Plan Policy ED13) to support growth in the tourism sector, which is identified as a key priority as part of the wider regeneration strategy for the Thames Gateway (RS Policy TSR7) and economic development within Medway (the role of sustainable rural tourism and leisure developments in supporting the rural economy is recognised with the draft NPPF). Local Plan Policy ED13 relates to hotels and presumes in favour where they would (inter alia) positively contribute to the regeneration and renewal of a larger site or area within the defined urban boundary. The Local Plan also supports green tourism initiatives.
- 6.96 The encouragement of hotel development at the local level is reflected within the emerging MCS. Medway Council's Overview of the Medway Hotel Market (2009) identifies an issue in terms of the quality of the current stock, which in turn appears to be influencing the sources of demand for hotel accommodation. It identifies potential for an increase of a further 550 bedrooms in the market (between 2008 and 2015), and specifically refers to

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the potential for 3 and 4 star, branded limited-service, and budget hotels. It recognises that long-term demand may increase as major regeneration takes effect and that this might change the profile in terms of the type of accommodation needed. Emerging MCS Policy CS18 seeks to secure, inter alia, more internationally branded hotels and an improvement to the image and brand of Medway. It encourages proposals for new hotel accommodation and conference/exhibition facilities which complement regeneration opportunities. The supporting text to emerging MCS Policy CS33 identifies two hotels as part of the mix of uses to be accommodated within the new settlement at Lodge Hill.

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- 6.97 The proposed development incorporates two hotels, located within different parts of the proposed development. The proposed hotel located within the Chattenden hub would comprise of some 120 rooms with ancillary facilities, falling within the limited service to mid-market offer. Given the nature of the offer which is likely to attract business occupiers, it is located adjacent to the proposed Knowledge Park, and in close proximity to the A228. The proposed hotel located within the Lodge Hill central hub would comprise of some 75 rooms with ancillary facilities, falling within the leisure offer. It is expected that whilst this hotel may still attract business occupiers, it is likely to attract leisure occupiers and as such, has been located close to the main Lodge Hill centre and adjacent to the existing Deangate Golf Course. The proposed leisure offer would have clear synergies with the broader vision for the site, particularly in terms of green infrastructure.
- 6.98 The provision of hotel use, and other aspects which would support the tourism sector (e.g. green tourist initiatives) as part of the creation of a new settlement, is entirely consistent with the policies contained within the adopted Development Plan. Whilst the adopted Local Plan refers to these being located within the urban boundary, the policies were produced prior to the consideration of the development potential at Lodge Hill. Importantly, however, the 'presumption in favour' within the adopted Local Plan is predicated on the development positively contributing to regeneration and renewal. DIO and Land Securities consider that the proposed development would achieve this objective and is therefore consistent with the policy objectives of the Local Plan. It is also consistent with the Council's hotel overview which recognises the potential opportunities arising from regeneration, with the needs within the Borough, and with the emerging MCS itself which confirms the importance of this use to regeneration objectives and explicitly cites Lodge Hill as an appropriate location to accommodate hotel use.

### Community Infrastructure

- 6.99 Taking community infrastructure in its broadest sense, the adopted Local Plan requires the provision of community services where new development takes place. It presumes in favour of new facilities subject to appropriateness of scale, impact, amenity and accessibility (Policy CF2). More specifically, as part of the delivery of a new settlement at Lodge Hill, the emerging MCS requires the provision of associated supporting infrastructure including community facilities (Policy CS33). The adopted RS encourages the mixed use of community facilities (RS Policy S6).
- 6.100 Section 2 of this Planning Statement describes, amongst other things, the early production of a site-specific information, or 'evidence', base required by PPS12 necessary to inform the emerging Core Strategy. A key requirement of PPS12 is to demonstrate that the Core Strategy is deliverable having regard to, inter alia, infrastructure in its broadest sense

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(physical, social and green). The nature of the site-specific evidence base has been driven by the need to demonstrate this.

- 6.101 This work has subsequently informed and underpinned the proposed development which is therefore based on the necessary infrastructure – including social and community – to support a sustained, sustainable and balanced community, alongside considerations including establishing an appropriate critical mass.

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- 6.102 In overall terms, the community (Use Class D1) uses proposed comprise up to 24,833 sq m GIA floorspace. Provision of community services and facilities is predicated on a mixed or duality of use, for example through the provision of multi faith worship and health care facilities as part of community hubs.
- 6.103 Section 8 of this Planning Statement describes the principle of delivering necessary infrastructure in a proportionate way through the ‘life’ of the development period. DIO and Land Securities consider that the approach reflected within the proposed development is consistent with the principles set out in national, regional and local planning policies and guidance. It is also entirely consistent with the draft NPPF which identifies the need to deliver the right community facilities, schools, hospitals, and services to meet local needs, and ensure access to open spaces and recreational facilities that promote the health and well-being of the community, in safe and accessible environments. It states that integration of community facilities and other local services enhances the sustainability of communities and residential environments.
- 6.104 In terms of impact, included within the Environmental Statement (ES) is an assessment of the likely effects of the proposed development on the local and regional economy and community, which has been undertaken in accordance with the relevant legislation, guidance and policy – recognising that on this particular issue the ‘context’ has been, and continues to be, in a state of flux. It has also been undertaken on the basis of early and regular engagement with Medway Council across all the relevant departments (planning, housing, economic development, education, open space and leisure, recreation), other partners (including Medway Renaissance and Medway NHS), stakeholders and the community. It finds that the impacts fall into two broad categories – community and employment.
- 6.105 In respect of the community, on-site provision of education, healthcare, and sport leisure and recreation is considered sufficient to meet the demands generated by the proposed development, including through a financial contribution towards off-site sport leisure and recreation provision.
- 6.106 The Social Infrastructure Report supporting the OPA assesses the social and community infrastructure needs that would be generated by the development, and describes how these needs would be met. It has been undertaken in accordance with the relevant national, regional and local policy and guidance, through extensive engagement with the relevant stakeholders (including the community, Medway Council, Medway Council childrens’ services, NHS Medway and local schools), an understanding of the existing baseline position and up-to-date evidence. It also relates to the Community and Socio-Economic chapter within the ES.
- 6.107 The approach articulated within the Report recognises the fluidity of the Government’s policies on localism, education and healthcare provision, which may affect how facilities are

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delivered over the lifetime of the development. However, this is not considered to impact on the need for the proposed development to ensure that the right facilities are provided at the right time, and in the right places.

- 6.108 The Report identifies an approximate, indicative population of 11,640 arising from the proposed development, of which around 3,290 would be children between 0-15 years. This has been used to identify the demand generated by the proposed development. The proposed development and indicative masterplan provide for the needs to be met on-site, save for some of the sports provision which will be met off-site at Deangate Ridge Sports Complex through a financial contribution. Provision will be secured either through planning conditions or through the S106 Agreement (see also Section 8 of this Planning Statement). The Report sets out the approach in terms of the long-term, permanent social and community infrastructure provision, although the need for appropriate interim provision is acknowledged and is anticipated to be secured either through planning conditions or through the S106 Agreement.
- 6.109 The following sub-sections (education and health) need to be read in context with paragraphs 6.99-6.108 inclusive. They identify any specific Development Plan policies relevant to the provision of education and health facilities, together with how the proposed development accords with them.

### Education

- 6.110 The adopted Development Plan includes policies which relate to the provision of nursery and education facilities (RS Policy S3 Local Plan Policies CF6 and CF7), and this is reflected within the emerging MCS (Policies CS20 and CS33 – the latter of which relates specifically to the delivery of a new settlement at Lodge Hill). The draft NPPF states that the planning system should, inter alia, deliver the right community facilities, including schools, to meet local needs.

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### Development Plan Compliance

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- 6.111 The proposed development incorporates a total of up to 22,648 sq m GIA of education floorspace, providing a new secondary school (with a sixth form facility) within the Lodge Hill central hub, and three new primary schools within Eastgate, Westgate and Chattenden. In the case of the latter (primary school within Chattenden), the application makes provision for this to be met off-site through an extension to the existing Chattenden Primary School as a first preference, but for provision for this to be met within the Chattenden hub if this is demonstrated in due course to be unfeasible. Nursery accommodation will be provided as part of each of the primary schools.
- 6.112 The approach has been informed through engagement with the relevant stakeholders and it is anticipated that education provision would be controlled through planning conditions and the S106 Agreement. The quantum of education provision within the proposed development has been proven to meet the needs generated by the development. The proposed development accords with the principles within the adopted Development Plan.

### Health

- 6.113 The adopted Development Plan includes policies which relate to the provision of health facilities (RS Policy S2 and Local Plan Policy CF4), and this is reflected within the emerging MCS (Policy CS9) which supports provision as part of the development of sustainable

## 6.0 Development Plan Compliance

places. The Local Plan also presumes in favour of nursing and special care provision subject to amenity considerations (Policy CF5).

### Development Plan Compliance

- 6.114 The proposed development incorporates up to 1,425 sq m GIA health facilities floorspace, which will provide for a healthcare centre located within the Lodge Hill central hub. The precise timing of provision will reflect actual demand throughout the 'life' of the development period, and it is anticipated that temporary provision will be provided in the interim until the final facility has been developed. The final facility will provide the capability for more GP facilities to be added in due course, should the need arise (this would be outside the scope of this OPA). The healthcare provision is anticipated to be controlled through the S106 Agreement (see the draft S106 Agreement supporting the OPA) and planning conditions.
- 6.115 The proposed development also comprises nursing home and assisted living accommodation, in order to meet wide variety of needs as part of a new community (see 'Residential Institutions (C2)' above). The quantum of health care provision within the proposed development has been proven to meet the needs generated by the development. The healthcare component, as well as the nursing home and assisted living component, accord with the principles within the adopted Development Plan.

#### Public Art

- 6.116 There are no adopted Development Plan policies relating to public art.

### Development Plan Compliance

- 6.117 The Strategic Design Code forming part of the formal OPA identifies the key landmark sites with the potential to provide public art. The provision of public art is anticipated to be controlled by planning condition, and it is anticipated that this will be predicated on the preparation of a Public Art Strategy.

#### Green Infrastructure

- 6.118 Section 2 of this Planning Statement describes, amongst other things, the early production of a site-specific information, or 'evidence', base required by PPS12 necessary to inform the emerging Core Strategy. A key requirement of PPS12 is to demonstrate that the Core Strategy is deliverable having regard to, inter alia, infrastructure in its broadest sense (physical, social and green) – and this is reflected within emerging MCS Policy CS33. The nature of the site-specific evidence base has been driven by the need to demonstrate this.
- 6.119 This work has subsequently informed and underpinned the proposed development which is therefore based on the necessary infrastructure – including green – to support a sustained, sustainable and balanced community, alongside considerations including establishing an appropriate critical mass.

#### 'Integrating' Green Infrastructure – Public Rights of Way (PROW)

- 6.120 This is intended to refer to the way in which the proposed development provides for the integration of the site within the wider green infrastructure network, through the Public Rights of Way (PROW) network. This is an issue particularly pertinent to the site given its military use, which has precluded public access through it.

## 6.0 Development Plan Compliance

- 6.121 The adopted Development Plan provides for maintaining, enhancing and promoting the PROW network (RS Policy C6 and Local Plan Policy L1), including making new routes (RS Policy C6), and the RS promotes the broader concept of networks of accessible multi-functional green space, encouraging local authorities to work with partners to achieve this (Policy C8). The RS specifically encourages green grid networks within the Kent Thames Gateway (Policy KTG7). This is consistent with PPG17 which states that LPAs should seek opportunities to improve the local open space network and to seek opportunities for adding links to the existing PROW network. Creating Sustainable Communities: Greening the Gateway (2004) emphasises the importance of the landscape in creating a positive sense of place, a central role in securing successful and sustainable economic and social regeneration, and a green space network.
- 6.122 The emerging MCS promotes the principle of open space, a green grid (which links the urban areas with five broad strategic corridors) and public realm (Policy CS8), driven by the need to provide equal opportunities for all to enjoy accessible, high quality and affordable open space. The principle of supporting strategic networks of green infrastructure is also reflected in the draft NPPF, by planning positively for their creation, protection, enhancement and management.

### 1.2 Development Plan Compliance

- 6.123 The green infrastructure comprised within the proposed development is a core component of the vision for the site, as described within the DAS submitted as part of the formal planning application. Underpinning the green infrastructure strategy is the fundamental principle of ‘re-stitching’ Lodge Hill back into the wider area principally through a series of pedestrian and cycling routes, including PROWs, improving linkages and connectivity both within and beyond the site (for example, connecting the site to the broader strategic green grid network to create a ‘Figure of 8’).

#### Strategic Open Space

- 6.124 The adopted Local Plan provides for the provision of new country parks (Policy L9), although because of the date of the Plan Lodge Hill is not explicitly included on the list of sites within the relevant Local Plan policy.

### Development Plan Compliance

- 6.125 The proposed development incorporates provision of a new ‘countryside’ park comprising some 26 hectares of land along the ridge of the valley, which would make a significant contribution in terms of supporting tourism through green initiatives (Local Plan economic development objective) and strategic green infrastructure within the Hoo Peninsula.

#### Open Space, Play, Sport and Recreation

- 6.126 Consistent with PPG17, the adopted Local Plan presumes against the loss of open space unless, inter alia, alternative provision is made and is acceptable in terms of amenity value (Policy L3). The adopted Local Plan sets out the requirements for open space in new developments, including on-site provision of 1.7 ha per 1,000 population for local open space for formal recreation, and on-site provision of 0.7 ha per 1,000 population space for children’s play and casual recreation (Policy L4). The supporting text to Policy L4 makes provision for some or all of the formal open space to be provided off-site if the Council is satisfied that this would be a better alternative.

## 6.0 Development Plan Compliance

- 6.127 In terms of leisure and recreation facilities, the Local Plan directs these to town centres in accordance with higher tier planning policies (PPG6, now superseded by PPS4) and encourages the dual use of recreation facilities (Policies L2 and L8, respectively). The emerging MCS (Policy CS10) relates to sport and recreation and seeks to extend and supplement existing facilities with new facilities.
- 6.128 The draft NPPF presumes against development on existing open space, sports and recreational buildings and land unless it is identified as surplus to requirements, or the need for and benefits of development clearly outweigh the loss.

### Development Plan Compliance

- 6.129 The proposed development involves the redevelopment of a predominantly previously developed site, consistent with PPG17 (and other policy documents) on maximising the re-use of brownfield land to minimise the need for greenfield development. The amount of land proposed for open space use (including formal open space, playing field provision and sports pitches (excluding Category A trees) amounts to in the order of 93 hectares. Taking the OPA site as a whole (i.e. approximately 325 hectares), and having regard to the fact that approximately 71 hectares of the total lies outside the developable area, just over half the site would remain undeveloped as a consequence of the proposed development.
- 6.130 The Landscape, Open Space and Recreation Strategy forming part of the ES provides an analysis of the existing position and articulates a vision and strategy for the provision of green infrastructure as an integral component of the proposed development. It demonstrates how the proposed development complies with the relevant standards through on and off site provision.

### Movement Infrastructure

- 6.131 Section 2 of this Planning Statement describes, amongst other things, the early production of a site-specific information, or 'evidence', base required by PPS12 necessary to inform the emerging Core Strategy. A key requirement of PPS12 is to demonstrate that the Core Strategy is deliverable having regard to, inter alia, infrastructure in its broadest sense (physical, social and green) – and this is reflected within emerging MCS Policy CS33. The nature of the site-specific evidence base has been driven by the need to demonstrate this.
- 6.132 This work has subsequently informed and underpinned the proposed development which is therefore based on the necessary infrastructure – including physical – to support a sustained, sustainable and balanced community, alongside considerations including establishing an appropriate critical mass.

### Transport and Access

- 6.133 The adopted Local Plan states that, in relation to development and new accesses, proposals will be permitted subject to criteria relating to capacity, modal shift, road safety and amenity (Local Plan Policies T1 and T2). Adopted Local Plan Policy T18 relates to the provision of new transport infrastructure, which it states will be considered in the context of provision for integrated transport, road safety, the economic impact of investment, environmental and social impact, amenity and the need for the infrastructure and its contribution to the regeneration of Medway's economy.
- 6.134 The Local Plan requires road layouts within new developments to be designed with appropriate traffic management measures to help limit vehicle speeds and improve safety for all road users (Policy T12), to take into account provision for people with disabilities

## 6.0 Development Plan Compliance

(Policy T22), and provide, maintain and/or approve (as appropriate) pedestrian routes (Policies T2 and T3). The Local Transport Plan (2011) aims to reflect a reduction in the need to travel particularly by car. In it, Lodge Hill is identified as a development site.

- 6.135 Given that the site is not allocated within the adopted Local Plan itself, it is appropriate to test the proposed development against the requirements of the emerging MCS. This sets out Medway Council's emerging criteria against which the site should be assessed in transport terms. The relevant criteria, taken from emerging Policy CS33, are:
- Accesses at the eastern and southern ends of the site
  - Contributions to off-site highway and junction improvements directly related to the scale and phasing of the development
  - Measures to minimise rat-running on the surrounding rural road network while promoting connectivity for pedestrians and cyclists.
- 6.136 The draft NPPF states that *'development should not be prevented or refused on transport grounds unless the residual impacts of development are severe'*.

### Development Plan Compliance

- 6.137 In accordance with national and local (adopted and emerging) planning policies, the proposed development is supported by a Transport Assessment which includes an Interim Travel Plan.
- 6.138 The Transport Assessment supporting the OPA assesses the core elements of transport provision associated with the proposed new settlement at Lodge Hill. It is based on the relevant legislation and guidance, and on national, regional and local planning policies, extensive engagement from the outset with Medway Council, including on the approach and methodology, and the key relevant stakeholders including the community, Highways Agency and the main bus operating company in Medway. It is also based on a number of 'worst case scenario' assumptions. The proposed approach is based on the fundamental need to establish a transport hierarchy that considers the most sustainable modes of travel first, encouraging more sustainable travel habits and minimising the need to travel by private car from the outset of the development. The Interim Travel Plan describes how this would be implemented.
- 6.139 In terms of traffic generation, the assessment has been undertaken based on trip rates agreed with Medway Council, and Medway Council's Saturn model was used to assess the impact of the proposed new settlement at Lodge Hill and to test the suitability of the potential mitigation measures to serve the predicted traffic demand to 2026. In broad terms, a package of highways works is proposed to address the impact of the proposed development. They are in the context of the junctions operating above their design capacity in the design year to 2026; the proposed package of mitigation measures should achieve a reduced level of congestion for 2026. In closest proximity to the site, works (described in detail within the Transport Assessment) would be required at Four Elms Roundabout and along Dux Court Road. The Assessment demonstrates that technically, the works at Four Elms Roundabout would be capable of taking 100% of the traffic generated by the proposed development. However, the proposition of providing access points at either 'end' of the site (i.e. Four Elms Roundabout and Dux Court Road) is considered to be preferential in terms of urban design/'placemaking' principles. This is reflected within the means of access proposed as part of this OPA at the eastern and southern ends of the site.

## 6.0 Development Plan Compliance

- 6.140 The highways works at Four Elms Roundabout and at Dux Court Road (which have been subjected to Stage 1 Safety Audit at Medway Council's request) assume that the traffic generated would (in order to test a 'worst case scenario') be split equally between the two (Dux Court Road can take up to 50% of the external trips generated by the proposed development). There would also be a minor access to the site from Chattenden Lane.
- 6.141 Further from the site, the Transport Assessment and Appendices set out the scope of works required at the three junctions (Sans Pareil, Anthony's Way, and J1 of the M2). Medway Council is currently looking at works required at these junctions to deal with current issues generated by the Borough. The Council has therefore agreed in principle to deal with this by way of a financial contribution equivalent to the cost of these 'Lodge Hill' works, which they can then use towards their ambitions to deliver their wider scheme(s).
- 6.142 It is anticipated that the proposed highways works and mitigation measures would be controlled through planning conditions and/or legal agreements (S106, S278) imposed at outline stage, and these works and mitigation measures would be carried out at the appropriate time during the development. The Transport Assessment identifies a range of transport improvements which would accommodate the travel demands of the proposed new settlement at Lodge Hill, would provide sustainable transport options for Lodge Hill residents, workers and visitors and would deliver transport benefits for the wider surrounding community.
- 6.143 Included within the ES is an assessment of the likely transport and access impact of the proposed development, which has been undertaken in accordance with the relevant legislation, guidance and policy, including PPG13. It has also been undertaken on the basis of early and continued engagement with Medway Council and the Highways Agency, and with Arriva as the prospective operator of the proposed dedicated bus service. It has had regard to the Transport Assessment and Interim Travel Plan supporting the OPA, as well as the Stage 1 Safety Audit undertaken for highways works falling within Phase 1. The assessment demonstrates that parts of the highways network within the Transport Assessment Study Area will be operating beyond design capacity in 2026 without the proposed development at Lodge Hill, that existing pedestrian linkage in the area is poor, and how the proposed development would deliver beneficial impacts.

### **Dux Court Road – Rural Lane**

- 6.144 Dux Court Road, which bounds the site to the east, is designated as a Rural Lane within the adopted Local Plan, where Policy BNE47 states that development will only be permitted where there is no adverse effect upon the value of the lane in terms of its landscape, amenity, nature conservation, historic or archaeological importance.

### Development Plan Compliance

- 6.145 This is a local highways designation. Based on discussions with Officers, the need to consider this in a proportionate way having regard to the fundamental need to deliver necessary economic and housing growth to support the regeneration of Medway and the wider Kent Thames Gateway is recognised. Indeed, necessary alteration to the status of this local designation is reflected within the emerging MCS. In order to deliver the proposed development there would clearly be some changes to Dux Court Road. However, the works would not breach the requirements of Policy BNE47 on the basis that it would not have an adverse impact on its landscape, amenity, nature conservation, historic or archaeological importance.

## 6.0 Development Plan Compliance

### Public Transport and Sustainable Modes of Movement

- 6.146 Planning policies at all levels (including the adopted Development Plan – RS Policy T1 and Local Plan objectives) promote the principle of reducing the need to travel by car, by (for example) encouraging travel by alternative sustainable transport modes and promoting more sustainable patterns of development. The adopted RS (Policy T1) and emerging MCS refer to changes in ways of working to alter the extent and balance of future demand for movement.
- 6.147 The adopted Local Plan sets the expectation that new developments should make provision for access by public transport (Policy T6); adopted Local Plan Policy T5 sets out a range of bus preference measures including dedicated bus lanes, and the supporting text states that substantial new housing sites should make provision for access and priority by bus. Adopted Local Plan Policy T11 provides for off-site transport improvements to be met to address the needs of development.
- 6.148 The relevant criteria, taken from emerging MCS Policy CS33, are:
- Early provision of a high quality bus service including priority measures on the highway network, or other comparable public transport facilities connecting the settlement to the main Medway urban area
  - Measures to actively promote sustainable transport, including public transport use, walking and cycling
  - Measures to minimise rat-running on the surrounding rural road network while promoting connectivity for pedestrians and cyclists.
- 6.149 The draft NPPF states that the transport system needs to be balanced in favour of sustainable transport modes, and to support a pattern of development which facilitates the use of these modes.

### Development Plan Compliance

- 6.150 The proposed development accords with the principles and requirements set out in the adopted Development Plan and PPG13. Very careful attention has been paid to arrive at an appropriate balance and distribution of uses and alternative sustainable modes of movement to seek to minimise the need to use the private car either within, to and/or from the site. For example, the necessary infrastructure to facilitate a higher proportion of home-working than the typical average has been incorporated.
- 6.151 The Transport Assessment confirms that a key component of the proposed transport strategy is the provision of a high quality, dedicated bus route and service which would connect to strategic destinations within Medway and would run through the ‘heart’ of the proposed new settlement, and the provision of real time bus information. The proposed new service would be designed to complement the wider bus priority proposals in the emerging MCS. This is considered to be the most suitable mode of public transport to support the proposed new settlement for a number of reasons, not least because it is flexible, the carrying capacity is suitable in terms of meeting expected demand, and there exists the ability to achieve – once the proposed development is complete – a self-funding system which can be sustained in the long-term. The proposed development assumes that some level of pump-priming of the bus service, and free bus passes provided early within the development in advance of the bus service being installed, may be necessary to encourage changing travel patterns from the outset of the development. In terms of other non-car modes, the proposed development prioritises the walking and cycling networks within the site, including

## 6.0 Development Plan Compliance

how these connect with the wider network beyond the site, reconnecting Lodge Hill to its context.

- 6.152 It is anticipated that the proposed highways works and mitigation measures would be controlled through planning conditions and/or legal agreements (S106, S278) imposed at outline stage, and these works and mitigation measures would be carried out at the appropriate time during the development. The Transport Assessment identifies a range of transport improvements which would accommodate the travel demands of the proposed new settlement at Lodge Hill, would provide sustainable transport options for Lodge Hill residents, workers and visitors and would deliver transport benefits for the wider surrounding community.

### Car and Cycle Parking

- 6.153 The adopted Local Plan requires development to meet the adopted standards for cycle and vehicle parking (Policies T4 and T13 respectively). Emerging MCS Policy CS33 includes a criterion requiring measures to actively promote sustainable transport, including public transport use, walking and cycling. The draft NPPF would remove maximum non-residential car parking standards for major developments.

### Development Plan Compliance

- 6.154 The proposed development is predicated on meeting relevant adopted standards as the detailed design is progressed through Reserved Matter applications, albeit that these standards are expected to be applied flexibility to reflect the accessibility of the site by modes other than the car and the ability to 'share' provision between uses at different times of the day and night, to avoid over-provision and thus to support wider sustainability and design objectives. The issue of parking provision is addressed in more detail within the Transport Assessment. It confirms that the approach is intended to ensure that sufficient provision is made to so that parking is effectively managed, whilst keeping numbers to a reasonable minimum, particularly in the more central, mixed-use parts of the site, to encourage modal shift.
- 6.155 Given the scale and longevity of the development it is not possible to identify a precise level of provision; this will be determined at the Reserved Matters stage. DIO and Land Securities consider that this matter can be addressed by way of a planning condition(s) requiring the detailed car parking layouts to comply with the Council's adopted parking standards and policies with the ability for flexible application. This is consistent with paragraphs 47 and 65 and model conditions 20 and 25 of Circular 11/95.

### Design Principles and Masterplanning

- 6.156 There are a number of policies within the adopted Development Plan which require high quality design and for development to respond appropriately to its context/local character (for example, adopted Local Plan Policy S4). The emerging MCS states that applications for significant regeneration sites should be accompanied or preceded by a design brief that is subject to a public consultation process (Policy CS2).
- 6.157 The draft NPPF states that developments should ensure that a place will function well and add to the overall quality of the area, optimise the potential of the site to accommodate development, respond to the local character and reflect the identity of local surroundings while not preventing or discouraging appropriate innovation, create safe and accessible environments and be visually attractive. It states that design policies should avoid

## 6.0 Development Plan Compliance

unnecessary prescription and should instead concentrate on guiding the overall scale, density, massing, height, landscape, layout and access of new development. It endorses the use of local and national design reviews.

### Development Plan Compliance

- 6.158 The DAS that forms part of the OPA has been undertaken in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2010 and the relevant guidance, including CLG's 'Guidance on Information Requirements and Validation' published in March 2010. It has also had regard to the relevant design policies and guidance, including the draft NPPF. The DAS sets out the masterplan vision, and the approach to delivering that vision, across the site as a whole. One of the key themes unpinning the vision is that Lodge Hill is intended to be 'of the country', not 'of the city', and for it to become the key hub for the Peninsula. More details on the vision set out in the DAS are described in Section 2 of this Planning Statement.
- 6.159 The DAS describes how the masterplan approach underpinning the proposed development has evolved and matured over time, having regard to considerations such as site assets and challenges, outputs from early visioning which included a testing of alternative masterplan approaches with reference to recent (e.g. Poundbury, Freiburg) and traditional (Tenterden, Welwyn Garden City) precedents elsewhere, extensive engagement with the relevant stakeholders and in response to site-specific information (e.g. surveys). The scale of the proposed development is intended to be a small market town (with smaller local centres based on 'walkable' distances), distinctly rural in character, bridging the gap between the Medway Towns and the villages within the Peninsula.
- 6.160 It states that creating the character is fundamentally important to the creation of a sense of place. The historic 'layers' of the site comprising archaeology, ecology, rural and military lend it a unique strong character. These therefore form the basis of the masterplan approach, overlaid with other considerations for example market demand. This 'layering' has informed the physical delineation of the developable area, and the internal circulation within the site (for example, the pattern created by the primary, secondary and tertiary road network reflects the heritage pattern within the site, and achieves a permeable, open network which priorities more sustainable modes of transport). The proposed development is designed to be accessible to all in its broadest sense – physically, socially and environmentally.
- 6.161 The proposed development is predicated on a fine grain land use mix (horizontally and/or vertically), with a variety of residential densities across the site appropriate to the creation of an urban 'core', a garden suburb 'middle' and a rural 'edge'.
- 6.162 The DAS identifies the need for the vision and masterplan approach to be applied throughout the development with clarity and consistency. In this respect, it describes the relationship between the DAS, the Strategic Design Code, the Parameter Plan and the Building Envelope Schedule, and how the 'detail' will be controlled through subsequent Reserved Matters submissions (see Section 8 of this Planning Statement).
- 6.163 Submitted as a formal document underpinning this planning application is a Strategic Design Code (SDC). The purpose of the SDC is to articulate key principles across the site to guide all future detailed applications; it is intended to establish a design framework but not a design solution. It has deliberately focussed on strategic principles in order to ensure that

## 6.0 Development Plan Compliance

the framework is resilient and flexible over time, whilst imposing an appropriate level of control on subsequent details. Further, the SDC does not repeat aspects of the proposed development that would be fixed through other mechanisms (e.g. through the Parameter Plan). The SDC describes, through a series of principles, how the unique qualities of the site would be embodied within the detailed designs to create a rich, complex character which is consistent and legible across the whole site. It focuses on the principles of an exchange of knowledge and synergies between uses, and how the site can be 're-stitched' into the wider Hoo Peninsula.

- 6.164 The masterplan and design approach to the site is the product of over 3 years work during which time extensive engagement has been undertaken with key stakeholders, including external 'testing' of the approach with CABA and the Kent Architecture Centre. It is anticipated that the advancement of details will similarly go through a process of consultation and external review.

### Sustainability (Including Climate Change and Renewable Energy)

- 6.165 There are a number of policies within the adopted Development Plan which relate to sustainable development, including climate change and renewable energy. In broad terms, the policies reflect the approach set out in PPS1 and its supplement. In essence the policies are focussed on the need to protect resources and, through the location, design, materials, orientation and form of new development, make the most efficient use of existing utilities; provide any necessary infrastructure/use technological measures which supports sustainable forms of construction; utilise decentralised, renewable or low carbon forms of energy; and be responsive to climate change (key policies include RS Policies SP3, CC1, CC2, CC4, M1, NRM11 and Local Plan Policies CF10, CF11, CF12, BNE4). RS Policy NRM12 supports CHP in all developments and district heating infrastructure in large scale development in mixed use.
- 6.166 These broad principles are reflected within the emerging MCS, which also identifies the need for developments to be well integrated with their surroundings, with appropriate mitigation and adaption strategies put in place to limit impacts. Consistent with national standards which are currently required by Building Regulations, it requires residential development to achieve Code for Sustainable Homes Level 4 until the end of 2013 and commercial buildings in excess of 1,000 sq m to achieve BREEAM 'Very Good' until 2016, with higher targets beyond these dates (Policies CS2 and CS3). New development is expected to maximise energy efficient savings through passive design and building fabric improvements. MCS Policy CS4 states that 20% of residual on-site energy requirements will be expected to be met through decentralised, renewable energy sources and if this cannot be achieved, equivalent CO2 savings will be sought through compensatory off-site measures including renewable energy schemes.
- 6.167 With specific reference to the site, emerging MCS Policy CS33 requires the design solution to have regard to the potential for a comprehensive heating grid, neighbourhood power and heat generation, SUDs, and to have a water strategy.
- 6.168 The draft NPPF states that to support the move to a low carbon economy, when setting any local requirement for a building's sustainability, LPAs should do so in a way consistent with the Government's zero-carbon buildings policy and adopt nationally described standards. On renewable and low-carbon energy the draft NPPF sets out a number of measures, including the potential for development to draw energy supply from decentralised, renewable or low carbon energy supply systems. It promotes the creation of sustainable communities, with appropriate facilities/services/infrastructure.

## 6.0 Development Plan Compliance

### Development Plan Compliance

- 6.169 The Sustainability Report supporting the OPA sets out the broad sustainability framework for the proposed development, to ensure that the site optimises its sustainability potential, and conceptually describes how the proposed development embodies the key sustainability principles. It has been prepared having regard to the relevant legislation, policy and guidance at the national, regional and local level, and in response to early engagement with Medway Council and their external consultant, Bio Regional, and the relevant statutory consultees. Consistent with the approach agreed with Medway Council and Bio Regional, the Statement provides an assessment, in narrative form, of the proposed development against the BREEAM Communities measures (which allow assessments to be made on individual buildings and/or on a site-wide basis, measured against recognised sustainability criteria, thus is considered to be the most appropriate tool for a development of this scale, nature and longevity), albeit without undertaking the formal assessment itself (which will be undertaken at the appropriate stage in the development process). It reflects an holistic approach to sustainability.
- 6.170 In setting out the framework, the Sustainability Report articulates how the precise details will be determined at the detailed planning stage and controlled through planning conditions/Reserved Matters. The framework is predicated on the following, and means that the OPA need only be concerned with securing delivery of the right amount of infrastructure at the right time in the right way – the details will follow at the appropriate stage:
- A site-wide Sustainability Strategy, which will provide an overarching ‘umbrella’ that creates the flexibility required for a project of this scale and longevity, which allows measures to be evolved, monitored and adapted over time, will identify any measures which need to be considered in a site-wide context, and will reflect the way in which responsibilities for delivery by various parties will be co-ordinated within an overall framework. It will be submitted to Medway Council for approval at the appropriate time, and implemented accordingly on a site-wide and/or phased/sub-phase basis. The Strategy should be capable of review over time, to provide for resilience for the future.
  - For each phase/sub-phase of the proposed development, sustainability details (which would accord with the site-wide Sustainability Strategy) would need to be approved by Medway Council at the appropriate time.
  - The proposed development would be assessed against the BREEAM Communities toolkit (or as otherwise agreed) and would target an overall standard of ‘Excellent’, assessed at appropriate times throughout the development period, describing how – through the ‘details’ proposed – the phase or sub-phase would contribute to the overall site-wide achievement of BREEAM Communities ‘Excellent’. The need to consider the site holistically is important, given that on individual standards flexibility may be necessary.
- 6.171 The proposed development, taken in totality, represents an exemplar development which has at its heart the need to create a development which is sustainable in the long-term.

## 6.0 Development Plan Compliance

### Environmental Considerations

#### Landscape (and Visual Impact)

- 6.172 The adopted Local Plan states that major developments should include a structural landscaping scheme to enhance the character of the locality and requires areas of landscape amenity to be provided as part of major employment developments (within or adjacent to the development) (Policies BNE 6 and L5, respectively).
- 6.173 Given that the site is not allocated for a new settlement or as a major employment development within the adopted Local Plan, it is appropriate to test the proposed development against the requirements of the emerging MCS, which provide an indication of Medway Council's emerging criteria against which the site should be assessed in landscape terms. Emerging MCS Policy CS7 permits sustainable development in the countryside in accordance with the objectives and principles of PPG2, PPS4 and PPS7 provided that (inter alia):
- The openness and intrinsic character of the countryside is retained
  - There is no significant erosion of the separation of individual settlements
  - Access to the countryside and coast is maintained and enhanced
  - Important habitats are protected and the highest degree of protection is afforded to sites of national and international importance
  - The best and most versatile agricultural land, grades 1, 2 and 3a on the Agricultural Land Classification Map, on the Hoo Peninsula 'outside of the Lodge Hill strategic allocation...' will be protected
- 6.174 PPS7 recognises that rigid local designations may unduly restrict acceptable, sustainable development. It states that local landscape designations should only be maintained, or exceptionally, extended where it can be clearly shown that criteria-based planning policies cannot provide the necessary protection.

### Development Plan Compliance

- 6.175 A key component of the vision underpinning the proposed development is the green infrastructure, a key element of which is the landscape. The proposed development has been designed to mitigate adverse landscape and visual impacts from the surrounding area. Generally the built envelope is pulled away from the site boundary within the sensitive higher ground and the designated SSSI and ancient woodland. The residential density and scale relates to the existing topography; the taller buildings and higher densities are generally located on the lower ground within the visually discrete areas. Within the visible areas of higher ground the buildings are on the whole between 1 and 2 storeys. Woodland planting will be provided around the majority of the site's perimeter, providing a visual buffer and integrating the proposed development with the surrounding landscape.
- 6.176 Included within the ES is an assessment of the landscape and visual impact of the proposed development, which has been undertaken in accordance with the relevant legislation, guidance and policy. The chapter acknowledges the difference between the adopted and emerging Development Plan in terms of the landscape designations relating to the site. However, for the reasons articulated above, the assessment has been undertaken based on Medway Council's evidence base (the Medway Landscape Character Assessment) given that it represents the most up-to-date Borough-wide assessment on the landscape within

## 6.0 Development Plan Compliance

Medway. Given the longevity of the proposed development it is also expected to be delivered in the context of an adopted Core Strategy (still emerging).

- 6.177 The assessment has been undertaken on the basis of early engagement with Medway Council including to agree the viewpoints for the assessment, and is based on objective measurement and professional interpretation. It describes how the proposed development has been designed to minimise and mitigate adverse impacts through a strong landscape framework which retains existing sensitive landscapes, and how the topography limits the potential impacts on the surrounding landscape character, with the majority of the development contained within visually discrete areas. The assessment concludes that there will be an overall positive impact on the landscape character with the regeneration of Lodge Hill.

### Agricultural Land

- 6.178 The adopted Local Plan presumes against the loss of the best and most versatile agricultural land, although provides for exceptions including where there exists an overriding need for the development that is of more significance (Policy BNE48). The emerging MCS carries forward protection of the same (Grades 1, 2 and 3a) but explicitly excludes the Lodge Hill Strategic Allocation from this (emerging MCS Policy CS7).
- 6.179 PPS7 provides for decisions to be made having regard to wider sustainability considerations. The draft NPPF states that in Local Plans, LPAs should take into account the economic and other benefits of the best and most versatile agricultural land, and sets out the approach in the event that significant development is demonstrated to be necessary.

### Development Plan Compliance

- 6.180 The proposed development would involve the loss of land which is categorised as Grade 1-3 agricultural land, albeit it is used for military purposes. However, the need to consider this in a proportionate way, having regard to the fundamental need to deliver necessary economic and housing growth to support the regeneration of Medway and the wider Kent Thames Gateway, is recognised. Indeed, the identification of the site within the emerging MCS demonstrates the priority placed by Medway Council on the need for development over the need to protect the agricultural land. The adopted Local Plan makes provision for this judgement to be made (as does PPS7 and the draft NPPF) and as such, the proposed development is in accordance with the Development Plan.

### Biodiversity

- 6.181 The adopted Development Plan seeks to avoid damage to nationally important sites (RS Policy NRM5). It presumes against a net loss of biodiversity (RS Policy NRM5) and against direct or indirect harm (including in respect of protected species, SSSIs) unless, inter alia, there is an overriding need for the development that outweighs the importance (Local Plan Policies BNE35, BNE37 and BNE39); development for which there is an overriding need will exceptionally be permitted if no reasonable site is (or is likely to be) available (Local Plan Policy BNE35).
- 6.182 The adopted Development Plan seeks to protect and enhance woodland, including ancient woodland, although provides for replacement where loss is unavoidable through development. It focuses on the need for effective management in association with areas of major development (RS Policy RM7).

## 6.0 Development Plan Compliance

- 6.183 The 'conserve and enhance' principle underpinning the adopted Development Plan policies reflects the approach set out in PPS9 and PPG17, and is carried forward into the emerging MCS in which the site is identified as a Strategic Allocation for the delivery of a new settlement to meet identified and necessary economic and housing growth (Policy CS33).
- 6.184 The emerging MCS states that development opportunities will be pursued and secured for the incorporation, enhancement, recreation or restoration of wildlife habitat – either on-site, or off-site through planning contributions. It makes provision for compensation to mitigate negative impact which cannot be avoided where the importance of development outweighs impact (Policy CS6). With specific regard to the site, the emerging MCS requires the design solution to have regard to the proximity to woodland and to land designated as SSSI, including the need for appropriate buffers and site management arrangements (Policy CS33).
- 6.185 These broad biodiversity principles are all reflected within the draft NPPF.

### Development Plan Compliance

- 6.186 The adopted and emerging Development Plan provide for development in locations which may, directly or indirectly, impact on biodiversity, where the importance of development outweighs the impact. The fundamental need for economic and housing growth to be delivered through the creation of a new settlement at Lodge Hill (articulated elsewhere within this Planning Statement) has long been recognised within the relevant historic planning policy framework, and continues to be recognised within the emerging MCS through the site's identification as a Strategic Allocation.
- 6.187 Notwithstanding the critical need for the development, the need to seek to minimise the impact of the development in terms of biodiversity, and to identify opportunities for enhancement, have been fundamental to the evolution of the proposed development. Indeed, biodiversity in its broadest sense, together with specific sensitive locations (SSSI and ancient woodland) are key components of the vision, and the environmental value of the new settlement. This is entirely in accordance with PPS9 insofar as acknowledging the opportunity for enhancing biodiversity in green spaces and incorporating them within developments so that they are used by wildlife and valued by people.
- 6.188 Included within the ES is an ecological assessment of baseline conditions, and impact arising from the proposed development. It has been undertaken in accordance with the relevant legislation, guidance and policy (including Habitats Directive and Appropriate Assessment), and is based upon a comprehensive suite of surveys, the scope of which has been determined having regard to feedback provided by Medway Council and Natural England, including an extended Phase 1 habitat survey and desk study, Phase 2 surveys, and surveys for protected and UKBAP species. All survey work has been undertaken in accordance with the relevant guidance and in advance of the submission of the OPA. The surveys have been informed by a range of sources including the Kent and Medway Biological Records Centre and the West Kent Badger Group. Extensive engagement on the surveys, and the more general approach to ecological issues, has been undertaken with Medway Council and Natural England, particularly in terms of mitigation measures, the SSSI and ancient woodland buffer zones and a detailed Access Management Strategy. Engagement has also been undertaken with RSPB, Medway Countryside Forum and Buglife.
- 6.189 The assessment provides an overarching summary of the ecology strategy forming part of the proposed development. The approach is predicated on a Mitigation Strategy, a series of Ecological Masterplans for each of the key species, and an Ecological Management and

## 6.0 Development Plan Compliance

Maintenance Plan (EMMP) to ensure the protection of protected and UKBAP species and their management/maintenance. The overarching objectives are to minimise or avoid impacts during construction, create a fully functioning ecological network on and off site and with the existing networks in the wider area, reprovide habitat both on and off site of a higher quality for all protected species and species of conservation concern than that found on site now, and to ensure continuous availability of habitat throughout the development process.

- 6.190 The assessment considers each of the key species (terrestrial invertebrates, amphibians, reptiles, breeding birds, bats and badgers) separately in terms of impact, and concludes that (allowing for appropriate mitigation). The general theme across all species is the no net loss of habitats which are quantitatively and/or qualitatively better than existing habitats found on site, the network of connected habitats, the reprovision of habitat in 'optimum conditions' for the relevant species, the protection of sensitive areas through buffers and access management, the management of the habitats and other mitigation measures.
- 6.191 It is anticipated that the mitigation measures identified through this assessment would be controlled by planning conditions and the S106 Agreement.

### Trees

- 6.192 The adopted Local Plan presumes in favour of retaining trees (particularly protected trees), woodlands and landscape features through development that provides a valuable contribution to local character (Policies BNE41 and BNE43). With specific reference to the site, the emerging MCS states that the design solution should have regard to the benefits of retaining trees, hedgerows and other landscape features (Policy CS33).

### Development Plan Compliance

- 6.193 The proposed development has been informed by tree survey work, and seeks to minimise impact on existing trees – particularly those of highest 'Category A' quality. DIO and Land Securities consider that the proposed development represents an appropriate balance between the retention of trees with the need to deliver a new settlement.

### Air Quality

- 6.194 The adopted Development Plan seeks to reduce air pollution (RS Policy RM9) and presumes against developments which would have unacceptable effects (Local Plan BNE24 – which also requires air quality assessments to be provided).

### Development Plan Compliance

- 6.195 Included within the ES is an assessment of the potential impacts of the proposed development from construction and operation on air quality, which has been undertaken in accordance with the relevant legislation, guidance and policy. It has also been undertaken on the basis of early engagement with Medway Council's Environmental Health Officer, including on the scope and methodology of the assessment, and also includes consideration of risks. The assessment is based on a series of worst case scenario and conservative assumptions, and also considers the cumulative impacts between the phases of development and the different types of impact. It identifies suitable mitigation measures to control potential impacts to acceptable levels.

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### Noise and Vibration

- 6.196 PPG24 guides development to the most appropriate locations. The adopted Development Plan seeks to reduce noise pollution (RS Policy RM10) and sets out the standards to be met in new development (Local Plan Policy BNE3).

### Development Plan Compliance

- 6.197 Included within the ES is an assessment of the noise and vibration impacts from nearby noise sources, and impacts arising from the development including from construction and operational noise, which has been undertaken in accordance with the relevant legislation, guidance and policy, including PPG24. It has also been undertaken on the basis of early engagement with Medway Council's Environmental Health Officers (including engagement with them on the assessment methodology and noise limits) and has also responded to requests made by Natural England in their response to the EIA Scoping consultation. The assessment is based on a series of worst case scenario assumptions. It finds that there is no significant impact on off-site receptors, and identifies the mitigation measures appropriate to address and/or minimise the impact on-site from traffic noise, operational plant noise and construction.

### Flood Risk and Surface-Water Run-Off

- 6.198 Within the adopted Local Plan, a small parcel of the planning application site (around the Four Elms Roundabout) falls within a Tidal Flood Area, where development will not be permitted if it would harm the integrity of the flood defences, or would fail to provide a means of escape for people in the event of a flood, or introduces residential living and sleeping accommodation below the estimated level, or it introduces mobile homes or caravans or new holiday accommodation between the months of October and May (Policy CF13). Based on the latest available Environment Agency Flood Zone map, the extent of land identified within the planning application red line as being at risk from flooding is less by comparison with the adopted Local Plan Proposals Map (the latter having been produced in 2003 based on information which is now some 10 years old).
- 6.199 PPS25 guides development to areas at least risk of flooding; with reference to the Environment Agency's Flood Zone map, Zone 1 is the sequentially preferable location for development, and PPS25 states that within each Flood Zone new development should be directed to sites at the lowest probability of flooding from all sources. PPS25 requires a Flood Risk Assessment (FRA) to accompany planning applications, and promotes the use of sustainable urban drainage systems (SUDs). The RS reflects the approach set out in PPS25. The emerging MCS reflects the approach set out in PPS25; it states that the FRA must demonstrate that the development will not be at an unacceptable risk of flooding nor result in an increased risk of flooding elsewhere (Policy CS5). The draft NPPF broadly reflects the principle of the approach set out in PPS25, although also explicitly recognises the opportunities offered by new development to reduce the causes and impacts of flooding.
- 6.200 Medway's SFRA (2006) states that with no frontage along the River Medway, there is no need for tidal flood defence at Chattenden (the previous name for Lodge Hill), and refers to there being no record of historic flooding. It refers to the need for any development to consider surface water flooding and drainage. The 2011 Addendum to the SFRA reflects the requirements of PPS25, and clarifies that the site [some 99.53%, see below] falls within Zone 1 and therefore the PPS25 Exception Test does not apply.

## 6.0 Development Plan Compliance

### Development Plan Compliance

- 6.201 The proposed development comprises some 324.66 hectares of land. Based on the latest Environment Agency Flood Risk map (which is up-to-date and therefore the most appropriate tool to use by comparison with the adopted Local Plan), in the order of 1.53 hectares of the planning application site falls within Flood Zones 2 or 3. This equates to circa 0.47% of the site. Conversely, the remainder of the site, some 99.53% of the site or 323.13 hectares, falls within Zone 1 – i.e. the ‘PPS25’ sequentially preferable location for development. Furthermore, the land which falls within Zones 2 or 3 is proposed to accommodate amendments to the alignment of the existing Four Elms Roundabout associated with the delivery of a new settlement.
- 6.202 The site-specific Flood Risk Assessment supporting the OPA has been prepared in accordance with PPS25 and the associated guidance, and in consultation with the Environment Agency. It concludes that the site passes the Sequential Test on the basis that the overwhelming majority of the site (approximately 99.53%), and **all** of the proposed built floorspace, is within Flood Zone 1. Some 0.47% of the site which is proposed to accommodate amendments to the alignment of the existing Four Elms Roundabout is in Flood Zones 2 and 3, for which ‘level-for-level’ floodplain compensation will be needed. A parcel of land within the boundary of the application site has been identified as suitable for this purpose (the details relating to which are to be pursued through Reserved Matters). The FRA concludes that as the Sequential Test is passed, the Exception Test need not be applied. This is consistent with the findings of Medway’s addendum to the SFRA (2011).
- 6.203 In terms of flooding risk from the land through surface water run-off, a comprehensive Surface Water Management Strategy has been prepared which meets the Environment Agency’s requirements. The strategy is based on ‘worst case scenario’ or conservative assumptions, and describes how mitigation measures within the site can attenuate the proposed development to the greenfield run-off rate for all events up to the 1 in 100 year + 30% event. All other sources of flooding (e.g. river, sea, groundwater, sewers, artificial sources) have been found to represent a low risk to the proposed development. Flood risk to third party properties will not be increased as a consequence of the proposed development.
- 6.204 Included within the ES is an assessment of the likely significant effects in terms of surface water quality and flood risk, which has been undertaken in accordance with the relevant legislation, guidance and policy, including PPS23 and PPS25. It has also been undertaken on the basis of early engagement with the Environment Agency. It finds that on the basis that the development will include the construction of suitable surface water drainage infrastructure with discharge from the site limited to the greenfield run-off rate and adequate attenuation storage on site to manage storm events, the effects on flood risk are considered to be ‘slight beneficial’. Further, the soil remediation and SUDs will improve the current quality of water discharging to surface water features.
- 6.205 The proposed development is entirely consistent with PPS25 and with the adopted and emerging Development Plan. It would not trigger any of the ‘presumption against’ criteria within adopted Local Plan Policy CF13.

### Heritage

- 6.206 PPS5 states that LPAs should treat favourably applications that preserve those elements of the setting of a heritage asset, and which make a positive contribution to or reveal the

## 6.0 Development Plan Compliance

significance of the asset. The principle of this is reflected within the adopted RS, particularly those assets which have a local and regional distinctiveness and sense of place. It also encourages proposals that make sensitive use of historic assets through regeneration, particularly where these bring redundant or under-used buildings into appropriate use. The relevant policies within the Local Plan seek the protection of listed buildings consistent with PPS5. This principle is reflected within the emerging MCS (Policy CS12), which adds that the re-use should be viable. With specific reference to the application site, the emerging MCS states that the design solution should have regard to the military history and heritage of the site, including the recording of any buildings or structures to be demolished (Policy CS33).

- 6.207 The draft NPPF reflects the approach set out in PPS5 and emphasises the need – in weighing applications that affect directly or indirectly non-designated heritage assets – for a balanced judgement to be made having regard to the presumption in favour of sustainable development, the scale of any harm or loss and the significance of the heritage asset.

### Development Plan Compliance

- 6.208 The site has a long and important military history. From the outset, this was recognised as a key component of the vision, lending the site a unique and distinct sense of place. As part of producing the site-specific evidence base (described in Section 2 of this Planning Statement), Medway Council and English Heritage were engaged from the outset to identify an appropriate response for the redevelopment of the site. This engagement was on the basis of a comprehensive database (consistent with the emerging MCS) of the existing buildings and structures within the site. This led to the identification of the specific structures which would need to be retained (namely, the anti-aircraft battery, and the listed pillboxes which were listed based on the information provided within the comprehensive database). The protection of these buildings can be controlled by way of condition(s) and through subsequent Reserved Matters (as part of which any necessary Listed Building applications will be made).
- 6.209 Aside from these structures, there are no other listed buildings or structures within the site. Nevertheless, the value of their military history and the pattern of development they have created are recognised, and have been significant factors influencing the pattern and layout of the proposed development. This is described within the DAS and the Heritage Statement (Built Heritage) (see below). The synergy between the site's military heritage and the opportunity to open up the site to the public alongside other green initiatives provides a strong sense of place, which would make a positive contribution to Medway's objective to support tourism and broader regeneration ambitions.
- 6.210 The Heritage Statement (Built Heritage) supporting the OPA assesses the heritage effects of the proposed development on the heritage significance of the site, and needs to be read in conjunction with the Heritage and Archaeology chapters of the ES (see below). It describes the approach to heritage which has been predicated on early, proactive and collaborative engagement with English Heritage, Medway Council and their advisors at Kent County Council, a number of 'worst case scenario' assumptions, and has been a key consideration influencing the masterplan approach. It confirms that none of the designated heritage assets would be demolished as part of the proposed development. It describes how the indicative masterplan draws substantially on the historic patterns and military landscape features, and identifies the opportunity presented by the proposed development to help to contextualise the history, heritage significance and development of the site in an accessible way through (for example) heritage trails, the use of heritage assets for educational

## 6.0 Development Plan Compliance

purposes and site-specific installations, such as ‘information panels’, and through a comprehensive, pre-development site-wide record of the buildings, key spaces and areas.

- 6.211 Included within the ES is an assessment of the likely significant effects of the proposed development on archaeological remains and built heritage features, which has been undertaken in accordance with the relevant legislation, guidance and policy, including PPS5. In terms of built heritage, the assessment is based on a Built Heritage Baseline Assessment Report (and accompanying Gazetteer) as amended to reflect engagement with English Heritage and the publication of PPS5; this Assessment has been accepted by both English Heritage and Medway Council and has informed the evolution of the indicative masterplan. Land Securities, on behalf of DIO, engaged with English Heritage from the outset on the approach to the indicative masterplan, and positively sought a comprehensive review of the heritage significance of the buildings and structures within the site. As a consequence of this engagement, 4 structures within the site have been listed Grade II, and English Heritage are considering whether to list a further 24 structures (all of which are pillboxes and peripheral to the main development area). The decision is also awaited on the anti-aircraft battery which may potentially be listed or scheduled. The proposed development provides for both the confirmed and the potential listed/scheduled buildings/structures to be retained except where they are in a poor state of repair; it has been assumed that they are all designated heritage assets for the purposes of the baseline assessment. The proposed pattern of development reflects an in depth analysis of the history of the site and the way in which it has developed over time. The assessment identifies the opportunity presented by the proposed development to use measures (such as information panels) to holistically contextualise the background to the site, which is difficult to read either by foot or vehicle.

### Archaeology

- 6.212 The adopted Local Plan requires an archaeological field evaluation to be carried out by an approved archaeological body before any decision on a planning application is made. The development must not lead to the damage or destruction of important archaeological remains (Policy BNE21). This is carried forward into the draft NPPF.

### Development Plan Compliance

- 6.213 Included within the ES is an assessment of the likely significant effects of the proposed development on archaeological remains and built heritage features, which has been undertaken in accordance with the relevant legislation, guidance and policy, including PPS5. In terms of archaeology, the assessment is based on an archaeological desk-based assessment, a walkover survey, a geophysical survey and archaeological trial trench evaluation – the last two of which were carried out in accordance with a Written Scheme of Investigation approved in advance by Medway Council’s archaeological advisors at Kent County Council, who also monitored the work. The site is assessed as having limited archaeological potential, with a small number of foci of archaeological remains of purely local importance. The assessment concludes that the overall archaeological effect of the proposed development is negligible, and that the impact can be mitigated through appropriately worded planning conditions for a programme of archaeological investigation and recording, or preservation in situ.

## 6.0 Development Plan Compliance

### Utilities and Energy

- 6.214 There are no policies within the adopted Local Plan which explicitly relate to utilities, although there are of course broader policies on matters relating to utility provision which are covered elsewhere within this section of the Planning Statement.
- 6.215 Medway's Renewable Energy Capacity Study (2010) identifies the potential at Lodge Hill to link to sites beyond the 'red line' (e.g. Kingsnorth) to meet its energy needs through renewable energy technologies.
- 6.216 The Supporting Infrastructure Report accompanying the OPA sets out the approach in terms of drainage (foul and surface water), energy and utilities (electricity, gas and water). In terms of drainage, the strategies have been developed based on early engagement with the Environment Agency, Southern Water, and Medway Council. For foul drainage, provision can be made on site although the preferred solution is to an off-site sewer linked to the Whitehall Waste Water Treatment Works (which has sufficient capacity to treat the effluent from the site), which has been accepted by Southern Water subject to the necessary request for requisition. For surface water drainage, the strategy would be based on SUD attenuation measures (likely to be managed through a SUDs Approved Board) to ensure that the rate of discharge after the development will not exceed the existing rate. The proposed water management strategy is targeted to meet BREEAM Excellent standards for potable water. It is predicted on minimising water usage (e.g. through rainwater harvesting), minimising water impact (e.g. through SUDs) and enhancing water quality (e.g. through swales).
- 6.217 In terms of energy, the proposed development is predicated, as a priority, on incorporation of passive measures, followed by incorporation of technological measures. The strategy establishes a framework for the site but is deliberately flexible to ensure that it is able to respond positively to (for example) technological changes over the life of the development. Indeed, the measures set out in the OPA are subject to commercial and technological feasibility testing at the detailed design stage. In this way, there is scope for the development to adapt to changing targets in the future. The proposed development will achieve, as a minimum, Code for Sustainable Homes 4 and BREEAM Excellent, and will be developed in accordance with the national timetable, consistent with Building Regulation requirements. The proposed strategy is anticipated to be based on a district heating system and network of connected energy centres which will use gas CHP, biomass boilers and photo voltaic technology, and the provision of a new sub-station on-site. However, whilst there is a clear commitment to deliver the necessary infrastructure to support the development, the precise measures used are subject to commercial and technological feasibility, and it may be that other technologies or solutions arise during the construction of the development which could be incorporated. The strategy has been developed based on consultation with EDF and with Medway Council and their external sustainability consultant Bio Regional.
- 6.218 In terms of utilities, the strategy reflects early engagement with the relevant incumbent service providers (EDF, Southern Gas Networks and Southern Water) who have confirmed that supplying the site will be feasible (relevant correspondence with these providers is appended to the Supporting Infrastructure Report). It also reflects engagement with Medway Council, and with a MUSCo as a potential alternative delivery body, who has confirmed that the service strategy would be deliverable. The strategy is based on the district heating system powered by a network of connected energy centres, and a water distribution network which will be installed across the site. Off-site reinforcement works will be necessary.

## 6.0 Development Plan Compliance

- 6.219 The Energy Statement submitted in support of the planning application sets out the broad strategy, and the relevant options, for addressing the energy needs of the proposed development. It is based on an energy model to assess the baseline energy demand, and has been prepared having regard to the relevant legislation, policy and guidance at the national, regional and local level – which it clarifies is evolving over time to reflect changes in (inter alia) technology and viability. It is therefore a fluid framework. Consequently, in response to this and to the scale of the proposed development which is anticipated to be developed over a period of some 20 years, the Energy Statement sets out a framework to meet the energy demands which would be generated by the proposed development, which will intentionally retain flexibility to allow the scheme details to evolve over time to reflect best practice. It reflects the fact that final scheme details can only be determined at the detailed planning stage (i.e. through Reserved Matters).
- 6.220 Consistent with the relevant sections of the Supporting Infrastructure Report, the framework reflects the energy hierarchy and is predicated on the principles of seeking to minimise energy demand through passive design, supplying energy efficiently through low-carbon technology, incorporating renewable energy, and through the use of ‘allowable’ solutions. The framework has been derived to reflect the energy needs of the proposed development, and is considered to represent an optimum combination of energy efficiency measures, decentralised energy and renewable energy within a flexible framework to ensure that the scheme is resilient to changes in the way energy is delivered to the site. The framework is based on a district heating system (which is capable of being connected in the future to the off-site power stations to use waste energy, subject (as referred to above) to the necessary commercial and technological feasibility testing) and network of connected energy centres which will use gas-fired CHP, biomass boilers, top-up/back-up gas boilers and (amongst others) photo voltaic technology. The proposed framework, which is anticipated to be controlled through planning conditions, would meet the energy demand generated by the proposed development, making significant reductions in carbon emissions consistent with the relevant requirements set out in policy, regulations and guidance.

### Lighting

- 6.221 Given the scale and longevity of the proposed development, lighting is expected to be considered in detail at the Reserved Matters stage. However, the ES considers lighting in broad terms, and describes how a ‘white’ light source is proposed to achieve a reduction in the class of lighting, thereby minimising energy consumption and obtrusive light levels.

### Contaminated Land

- 6.222 The adopted Local Plan requires findings of a detailed site examination to be submitted with planning applications (Policy BNE23).

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### Development Plan Compliance

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- 6.223 Included within the ES is an assessment of the likely significant effects of land contamination, which has been undertaken in accordance with the relevant legislation, guidance and policy, including PPS23. It has also been undertaken in consultation at all stages (site investigation, quantitative risk assessments and identification of the remediation strategy) with Officers within the Environment Agency’s Groundwater and Contaminated Land Team and Medway Council’s Environmental Protection Team, through which overall general agreement was reached. The proposed remediation strategy will address contamination issues throughout the development, and planning conditions will be used in

## 6.0 Development Plan Compliance

the normal way to control matters of detail relating to the remediation strategy, remediation method statement and verification report, and to cover any further more detailed investigations which are identified as necessary through the later stages of the process.

- 6.224 The Outline Remediation Strategy supporting the OPA explores the potential remediation options, and sets out an Outline Remediation Strategy for the whole site but which can be implemented on a phased basis having regard to the sequence of development and other considerations, for example ecology and habitat protection. The aim of the strategy is to ensure that at the end of the remediation works, the site should be suitable for its intended use(s).
- 6.225 The strategy has been undertaken in accordance with the relevant guidance and in consultation with both Medway Council and the Environment Agency, and is based on conservative assumptions. The level of detail upon which the assessment and strategy are based is considered proportionate and appropriate to the OPA requirements. The preferred Outline Remediation Strategy is predicated on the processes and approaches which are considered most appropriate for the site, which are use of a clean cover system (the materials will be generated from existing site soils as part of a balanced cut and fill exercise), dry screening and separation, including complex sorting (dry screening is likely to be the dominant treatment), soil washing, bioremediation and stabilisation. The Strategy identifies the need for further investigations to be undertaken at the detailed stage, and clarifies that the precise remediation solutions to be used will vary across the site (one treatment technology cannot address all of the variables) and will be dependent upon the final design of each of the different types of units to be constructed on site. Based on the information available at the OPA stage, it finds that no groundwater remediation will be required, and soil remediation (if any) will be limited to the treatment or removal of individual contamination hotspots. It is anticipated that the further work and details would be controlled through planning condition(s), through a Remediation Method Statement and Materials Management Plan to be agreed by Medway Council and the Environment Agency.

### Waste

- 6.226 The adopted RS includes policies to seek to reduce growth of all waste in the region (Policy W1) and promote an approach to development design, construction and demolition which minimises waste production (Policy W2). The emerging MCS requires all new development to make appropriate provision for the separation, storage and collection of waste materials (Policy CS23).

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### Development Plan Compliance

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- 6.227 Included within the ES is an assessment of the potential impacts of the proposed development on waste materials arising from construction, demolition, excavation and operation use. It has been undertaken in accordance with the relevant legislation, guidance and policy, augmented by professional judgement. It has also been undertaken on the basis of early engagement with Medway Council's Environmental Health Officer, including on the general approach, initial desk-top assessment and appropriate targets, and how the proposed development would fit into the broader Medway system. An outline Site Waste Management Plan (SWMP) has been prepared and is appended to the ES. It describes how the approach is predicated on seeking to minimise waste generated through the detailed design of the proposed development as a priority, in order to reduce the waste to landfill.

## 6.0 Development Plan Compliance

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6.228 Overall, the assessment identifies mitigation measures to control waste impacts generated from construction, excavation and demolition, and confirms that it is not envisaged that there would be significant environmental effects arising from operational waste.

### Construction

6.229 There are no policies within the adopted Local Plan which explicitly relate to construction. The Construction Statement supporting the OPA describes the broad principles of how the proposed development would be constructed through a sequence of three broad phases. It is anticipated that this matter would be controlled through planning condition(s).

## 7.0 Other Material Considerations

### National Planning Policy Guidance (PPGs) and Planning Policy Statements (PPSs)

- 7.1 The content of the adopted PPGs/PPSs of relevance to the redevelopment of the Lodge Hill site have been referenced within Section 6 of this Planning Statement as appropriate, in the context of their role as important material considerations in the planning application decision-making process. A full review of the PPGs and PPSs of relevance to the scheme is set out in Appendix 1, for reference.

### Lodge Hill Draft Development Brief

- 7.2 As referred to within Section 2 of this Planning Statement, Medway Council is in the process of preparing a Development Brief specifically in relation to the Lodge Hill site and surrounding area. The emerging Brief has to a large extent been informed by the site-specific evidence base which has informed the emerging MCS. Section 2 of this Planning Statement describes, *inter alia*, how the site-specific evidence base has been prepared through engagement with the relevant decision-makers, principally Medway Council.
- 7.3 The latest iteration of the draft Brief (issued for public consultation on 30 August 2011) sets out the Council's expectations and ambitions for the new settlement, expanding on emerging MCS Policy CS33 and providing more detail about how the Council feels the site should be developed. The draft Brief also considers the proposed new settlement in the context of the wider Hoo Peninsula.
- 7.4 It is stated within the draft Development Brief that because it is being produced before the Core Strategy is adopted, it will not be a formal Supplementary Planning Document (SPD). Instead, the intention is for it to be approved by Medway Council to inform the Hearings into the Core Strategy, although there may be potential post-adoption of the Core Strategy for the Brief to become a full SPD.

### Localism

- 7.5 The Coalition Government introduced the Localism Bill to Parliament in December 2010. It is now at an advanced stage and anticipated to receive Royal Assent at the end of 2011/beginning of 2012. The emerging Bill has at its core the decentralisation of power to local authorities, so that decisions are taken locally, based on local needs. This is relevant given Medway Council's long-established in principle support for the provision of a new settlement at Lodge Hill.
- 7.6 The emergence of the Localism Bill has led to uncertainty around the status of the RSs. However, the position was confirmed by the Court of Appeal ruling on 27<sup>th</sup> May 2011; the Government's intention to abolish RSs through primary legislation could be a material planning consideration in making development control decisions – although this may be limited to a small number of cases, not least until Parliament has accepted the principle of abolition and a Strategic Environmental Assessment (SEA) has been carried out on each of the RSs.

### Imperative to Deliver

- 7.7 The imperative to deliver has been at the heart of the historic policies referred to in Section 2 of this Planning Statement. However, in the mid 2000s, the Government made plain the fundamental imperative to deliver through explicit references within the planning system. The Planning and Compulsory Purchase Act 2004 introduced a number of changes to the planning system, a fundamental tenet of which was to establish a system capable of

## 7.0 Other Material Considerations

facilitating the delivery of necessary development growth. The imperative to deliver has subsequently been enshrined within planning policy and guidance, most notably within PPS3 and PPS12.

- 7.8 Through the 2011 Budget, The Plan for Growth (HM Treasury and BIS 2011) articulates the ways in which the Government intends to speed up the planning system to support job creation and growth. This includes a presumption in favour of sustainable development and explicitly refers to the presumption that should apply to former Ministry of Defence sites. Since the Budget, in implementing the measures contained within the Plan for Growth, the Government has announced plans (8 June 2011) to ‘release enough public land to build as many as 100,000 new, much-needed homes and support as many as 25,000 jobs by 2015’ (CLG website). By Autumn 2011, every Government department with significant land banks is expected to publish plans to release previously developed land to housebuilders. In October 2011 the MoD published its disposals plan, including Lodge Hill (albeit its release was confirmed much earlier, in 2008).
- 7.9 In October 2011 CLG published a report entitled ‘Accelerating the Release of Public Sector Land: Update, Overview and Next Steps’. This CLG report emphasises the Government’s commitment to continuing to support and facilitate the accelerated release of surplus formerly used public sector land. It identifies the MoD as one of four major landholding departments which has made a commitment to releasing their surplus land. The CLG report confirms that the MoD (alongside the other major landholding departments) will be expected to release land with potential to deliver housing growth. It states that ‘The Government wants to ensure that its surplus formerly used land with capacity for housing is made available, and that steps are taken to accelerate the release of vacant and unused sites and office space’. It is clear from the June 2011 announcement and CLG’s October 2011 report that as one of many directions set out in the Budget and Plan for Growth, the re-use of previously developed, public sector land is a key Government priority.
- 7.10 The Minister for Decentralisation’s Ministerial Statement of 23 March 2011 emphasised the fundamental need to deliver necessary growth. It confirmed that ‘sustainable development needed to support economic growth’ should be ‘able to proceed as easily as possible’, and that the ‘answer to development and growth should wherever possible be ‘yes’’. The Statement referred to the introduction (in the forthcoming NPPF) of a ‘strong presumption in favour of sustainable development’.
- 7.11 There have been a number of recent appeal decisions which have afforded weight to these recent Government announcements, a particularly pertinent one being the Secretary of State decision on land at Picket Piece, Andover (May 2011) which was allowed. A number of matters were considered including the longstanding expectation of development on the site and its contribution to the 5 year housing land supply.
- 7.12 The CLG’s Planning for Growth letter of 31 March 2011 (which accompanied the Ministerial Statement from the Minister of Decentralisation) was explicitly cited on the basis that it ‘strongly reinforced’ the decision to allow the appeal. The Inspector stated that the ‘*Ministerial Statement lends significant weight to the proposal, which would provide much needed housing in a sustainable location close to significant employment opportunities*’.
- 7.13 This imperative to deliver is central to the draft National Planning Policy Framework (NPPF) published by CLG in July 2011, a summary of which is set out below.
- 7.14 A more recent decision by the Secretary of State (dated September 2011) related to land north, west and south of Bishopdown Farm in Salisbury. In this case, the Inspector had recommended that the appeal be dismissed, but the Secretary of State disagreed with this

## 7.0 Other Material Considerations

recommendation and allowed the appeal. The Secretary of State identified a number of material considerations, and attached significant weight to the contribution of the site to the 5 year supply of housing, and some weight to the fact that the appeal proposal would be in accordance with the emerging Core Strategy.

### Draft National Planning Policy Framework (NPPF)

- 7.15 On 25 July 2011 Communities and Local Government (CLG) published the draft National Planning Policy Framework for public consultation which, once formally published, will replace the current suite of PPGs, PPSs and some Circulars with a single, streamlined document. Subsequent guidance published by the Planning Inspectorate confirmed that it gives a clear indication of the Government's 'direction of travel' in planning policy and is capable of being a material consideration in current appeal and development plan casework. It also confirms that the current planning policy statements, guidance notes and circulars remain in place until cancelled.
- 7.16 The Ministerial Forward states, amongst other things, that 'sustainable development is about positive growth – making economic, environmental and social progress for this and future generations'... 'Development that is sustainable should go ahead, without delay – a presumption in favour of sustainable development that is the basis for every plan, and every decision'.
- 7.17 It clarifies what is meant by sustainable development, economically (focussed on building a strong economy through growth alongside the provision of infrastructure), socially (focussing on increasing the supply of housing alongside necessary services infrastructure) and environmentally (focussing on protecting and enhancing our natural, built and historic environment, prudent use of natural resources, and mitigating and adapting to climate change including moving to a low-carbon economy). It states that these three components should be 'pursued in an integrated way, looking for solutions which deliver multiple goals' (paragraphs 10 and 11).
- 7.18 The draft NPPF confirms a presumption in favour of sustainable development; it states that LPAs should plan positively for new development, and approve all individual proposals wherever possible (paragraph 14). It states that '*planning must operate to encourage growth and not act as an impediment. Therefore, significant weight should be placed on the need to support economic growth through the planning system*' (paragraph 13) (these principles are also set out in the 'Development Management' section of the draft NPPF). This 'presumption in favour of sustainable development' includes (inter alia) development proposals that accord with statutory plans without delay and where the plan is absent, silent, indeterminate or where relevant policies are out of date.
- 7.19 It sets out a number of core planning principles, including that policies and decisions should:
- Proactively drive and support the development that this country needs; the default answer to development proposals is 'yes';
  - Make effective use of land, promoting mixed-use developments that encourage multiple benefits from the use of land in urban and rural areas;
  - Actively manage patterns of growth and focus significant development in locations which are or can be made sustainable.
- 7.20 In terms of development management, the draft NPPF highlights the importance of pre-application engagement in terms of early consideration of all the fundamental issues.

## 7.0 Other Material Considerations

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- 7.21 The draft NPPF has been referred to as appropriate within Section 6 of this Planning Statement as a material consideration.

### Historic Planning Policy Context

- 7.22 This is described in Section 2 of this Planning Statement and therefore is not repeated here. DIO and Land Securities consider that the historic acknowledgement of the site as the most suitable and appropriate location to accommodate strategic scale development to meet identified development needs should be taken into account as a material consideration. As with the Andover appeal decision referred to above, the proposed development is entirely consistent with the historic and current sub-regional and local spatial strategy.

### Regeneration Benefit

- 7.23 The proposed development comprises the necessary critical mass to support a sustainable and balanced new community, and through the mix of uses proposed would make a significant contribution to the range, scope and choice of facilities. The proposed development would make a significant contribution to the regeneration ambitions for Medway and the wider sub-region referred to elsewhere within this Planning Statement.
- 7.24 Commentary on the regenerative benefits of the proposed development is also provided within Section 2 of this Planning Statement.

## 8.0 Delivery

- 8.1 The 'life' of the development period for the site is expected to be in the region of 20 years. As such, very careful attention has been paid to the structure that would be required for any planning permission, particularly in terms of planning conditions and obligations, in order to provide necessary flexibility and resilience for the future, whilst ensuring that the relevant legislative requirements of the OPA process are met.

### Phased Delivery

- 8.2 The scale of the proposed development means it would be delivered on a phased basis. The way in which the site is likely to be developed is explained within the ES and Construction Statement supporting the OPA.
- 8.3 The ES supporting the OPA describes the indicative phasing strategy which has been used for the purposes of the EIA. It assumes that – following remediation – the site will be delivered in three broad sequences of development (each having finer grain sub-phases) over a period of some 20 years. The indicative phasing strategy – and the ultimate phasing strategy – focuses on achieving four key objectives from a phasing/construction perspective:
- Creating a credible sense of place early
  - Minimising the environmental impact of the construction operation
  - Engineering feasibility
  - Commercial viability
- 8.4 The ES also assesses (based on high level qualitative professional judgement) an alternative phasing scenario to see whether there is a 'step change' if the development is delivered in a different order, and whether any different and/or additional mitigation measures would be required. It concludes that in the main, whilst the impacts occur in a different order, the overall impact would not change, and where this is not the case any impacts could be mitigated.
- 8.5 It is anticipated that a planning condition will require the submission and approval of the phasing plan, with flexibility provided within the condition to allow amendments (which are within the parameters of what the EIA has assessed) to be made to this with the agreement of Medway Council.

### 'Permission Structure'

- 8.6 As described elsewhere in this Planning Statement, there has been substantial engagement with Medway Council over a period of some three years. At the outset, this focussed on the preparation of site-specific information to feed into and inform the Core Strategy, but over time the focus has shifted to pre-application engagement associated with the preparation of the OPA.
- 8.7 CBRE produced a Lodge Hill Planning Process Structure to describe how the site would indicatively be delivered through the planning process. This is enclosed within Appendix 4 of this Planning Statement. This Structure enabled Land Securities to consider a range of complex issues in the context of the broader delivery process, particularly in terms of being clear about how and in what sequence the details for each phase or sub-phase are to be brought forward.

## 8.0 Delivery

### Estate Management

- 8.8 An estate-wide management function, to be funded through service charges and ground rents, would be set up in accordance with the relevant obligations required by the S106 Agreement, and structured to ensure long-term commercial sustainability. The function will facilitate participation by the Lodge Hill community as an important part of the process. The precise mechanism or 'tool' for establishing, and the nature of, the function will be determined at a later stage in the development process.

### Planning Obligations and Planning Conditions

- 8.9 As a matter of fundamental principle, it must be acknowledged that the engagement with Medway Council to date on the broad scope of likely planning obligations and conditions has been undertaken on a 'without prejudice' basis. The strategic scale of the proposed development has rightly demanded early engagement with the relevant decision-makers, and the measures for addressing its potential impact are inextricably linked to these discussions, not least because many will be provided on-site. However, the Council's due consideration of the necessary planning obligations and conditions through the formal planning application process is fully recognised, and thus the information contained within the Planning Statement is intended to inform the process but to be flexible to allow necessary adaptation through the process, including to reflect, as necessary, application consultation responses.
- 8.10 From an early stage in the evolution of the indicative masterplan for the site, Land Securities has engaged with the relevant parties on the scope of planning obligations and conditions which are likely to be required to support the delivery of a new settlement. This included a series of workshops which were represented by all the relevant Medway Council service lines and statutory bodies. As the scheme has advanced, these discussions have become more topic-focussed.
- 8.11 Discussions with the relevant parties on the planning obligations and conditions that are likely to be required have also been undertaken having regard to the relevant Regulations and Circulars, and national, regional and local planning policies, which articulate the approach to defining planning obligations. This includes adopted Local Plan Policy S6 which presumes in favour of on-site provision but provides for contributions off-site for facilities and ecological features elsewhere provided the location can adequately serve the development site or is appropriately related to it. The proposed development has also been considered in the context of the requirements articulated within Medway Council's Developer Contributions Supplementary Planning Document (2008).
- 8.12 The general policy and guidance 'framework' relating to planning obligations and conditions has been augmented by feedback from Medway Council (including from the relevant service lines) on the site-specific planning obligations and conditions which are likely to be required.
- 8.13 DIO and Land Securities have worked closely with Medway Council Officers to agree principles around the scope, nature, timing and triggers associated with the planning obligations and conditions that are likely to be required for the proposed development. Given the scale of the proposed development, most of the infrastructure and works which are considered necessary to support the delivery of a new settlement would be provided on site. There are some exceptions to this, particularly in terms of highways works and ecological mitigation. The approach has been predicated on seeking to ensure that any necessary infrastructure, works or mitigation measures are delivered in an appropriate way,

## 8.0 Delivery

at an appropriate time during the ‘life’ of the development, and proportionate to the delivery of housing and economic development.

- 8.14 A draft S106 Agreement is submitted as a supporting document to the OPA.
- 8.15 In respect of both planning obligations and conditions, the approach is predicated on the respective requirements, summarised in Schedule 3 below.

### Schedule 3

#### Relevant Planning Obligation ‘Tests’

PLANNING CONDITIONS – CIRCULAR 11/95	S106 OBLIGATIONS – CIL REGULATIONS 2011 (MANDATORY)
Necessary	Necessary to make the development acceptable in planning terms
Relevant to planning	Directly related to the development
Relevant to the development to be permitted	Fairly and reasonably related in scale and kind to the development
Enforceable	
Precise	
Reasonable in all other respects	
<b>NB These tests (both for planning conditions and obligations) are reflected within the draft NPPF</b>	

- 8.16 During the statutory determination period, DIO and Land Securities will continue to engage with Medway Council and any relevant parties on the S106 Agreement, with the aim of agreeing a final draft by the end of the 16-week statutory determination period.
- 8.17 The planning obligations and conditions will provide the framework to secure delivery of the necessary infrastructure, works and mitigation for the total quantum of development for which permission is sought.

## 9.0 Conclusion

- 9.1 The Outline Planning Application (OPA) submitted on behalf of Defence Infrastructure Organisation (DIO) is for the delivery of a major new, freestanding settlement. It represents a unique opportunity to support the regeneration of Medway and the wider Thames Gateway by making a significant contribution to housing and economic growth.
- 9.2 The proposed development is a distillation of extensive engagement and technical work undertaken over a period of three years, and is based on a robust vision which reflects the characteristics that make the site unique. The vision, quantum and mix of uses proposed, and the provision of infrastructure (physical, social and green) have been very carefully considered to ensure that the new settlement is capable of becoming a balanced and sustainable community. The proposed development is predicated on the delivery of necessary infrastructure and mitigation (as appropriate) at the right time and in the right way, to support sustainable growth over time.
- 9.3 The OPA accords with the adopted Development Plan, which currently comprises the South East Plan RS and the 'saved' policies of the Medway Local Plan. Section 6 of this Planning Statement, together with the schedule enclosed within Appendix 3 of this Planning Statement, articulate the reasons for this in detail. The proposed development would make a significant contribution to clearly identified growth needs, on a predominantly previously developed, surplus public sector site which has consistently been considered the most appropriate location for strategic development when considered against the reasonable alternatives. The fundamental need to deliver housing and economic growth to contribute to the wider regeneration ambitions is considered to outweigh the existing local landscape designations across the site. This balanced judgement is provided for by the relevant saved policies of the adopted Local Plan.
- 9.4 The proposed development is also consistent with the emerging MCS which identifies the site as a Strategic Allocation for the delivery of a new settlement, and with other material considerations, not least relevant national planning policy guidance and the draft NPPF. The emerging Development Plan and other material considerations add further support for the proposed development, in addition to that already provided for by the adopted Development Plan.
- 9.5 The current and emerging Development Plans are entirely consistent with historic planning policy documents which, from the mid-1990s, explicitly recognised (including through an allocation within the now abolished Structure Plan) the opportunity for the site to accommodate strategic scale development pending confirmation of its release as surplus land by the MoD. Medway Council's intention to establish a positive policy framework for the delivery of a new settlement post-2006 is clearly signalled within the adopted Local Plan through Policy S14, and the curtailment of the end of the Plan period from 2011 to 2006 was intended to enable this to happen. This review has, in part, been frustrated as a consequence of fundamental changes in the development plan-making system which occurred following the adoption of the Local Plan, and is now being undertaken through the emerging MCS – which has reached an advanced stage in the plan-making process.
- 9.6 The historic recognition of the development potential of the site was inextricably linked to the fundamental need to deliver housing and economic growth both within Medway and within the wider Thames Gateway. It is clear from the up-to-date evidence that this need for growth remains. Local and sub-regional evidence of need is both reinforced and brought into sharp focus by the Government's recent announcements (through the Budget 2011, Ministerial Statements, the Plan for Growth and the draft NPPF) which emphasise the imperative to deliver growth. In particular, the Government has clearly articulated the contribution that's expected to be made by surplus public sector land. The delivery of

## 9.0 Conclusion

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necessary growth is intended to be supported by the presumption in the draft NPPF in favour of sustainable development where the default answer to development proposals is 'yes'.

- 9.7 The Localism Bill is at an advanced stage and is expected to receive Royal Assent at the end of 2011/early 2012. The Bill has at its core the decentralisation of power to local authorities, so that decisions are taken locally, based on local needs. This is relevant given Medway Council's long-established in principle support for the provision of a new settlement at Lodge Hill.
- 9.8 The proposed development would bring to fruition the historic and current national, regional and local ambitions for regeneration and growth in Medway and the wider Thames Gateway. It accords with the adopted Development Plan. It also accords with the relevant material considerations, not least the emerging Development Plan and the draft NPPF, to which it is appropriate to attach weight. The proposed development is sustainable and thus, aligned with the draft NPPF, there should be a presumption in favour of it being granted, with the decision to be made at the local level consistent with the Government's localism agenda.